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ABSTRACT

This document, 1 in a series of 10, presents state profiles of the results of a systematic examination of child care agencies and their involvement with out-of-state residential care for children. This volume contains profiles of the North Central states of Illinois, Indiana, Iowa, Michigan, Minnesota, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin. Each state profile contains five sections. The first two sections identify the officials in state government who facilitated the completion of the study and describe the general methodology used to collect the information presented. The third section offers a basic description of the organization of youth services as they relate to out-of-state placement policies. The fourth section offers annotated tables about that state's out-of-state placement practices. The discussion of the survey results includes: (1) the number of children placed in out-of-state residential settings; (2) the out-of-state placement practices of local agencies; (3) detailed data from agencies that placed five or more children; (4) use of interstate compacts by state and local agencies; (5) the out-of-state placement practices of state agencies; and (6) state agencies' knowledge of out-of-state placement. The final section presents observations and conclusions about state and local out-of-state placement practices that were gleaned from the data. (Data reported are for 1978.) (KC)

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MAJOR ISSUES IN JUVENILE JUSTICE INFORMATION AND TRAINING

The Out-of-State Placement of Children: North Central State Profiles

Illinois • Indiana • Iowa • Michigan • Minnesota • Nebraska
North Dakota • Ohio • South Dakota • Wisconsin

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ABOUT THE STATE PROFILES

This is one of six volumes which report the most ambitious study of the out-of-state placement of children ever undertaken in America. The master volume, The Out-of-State Placement of Children: A National Survey, contains the main text of the study report, plus appendixes which explain the methodology of the study and detail relevant interstate compacts on the subject.

Central to the usefulness of the study report, however, is the use of the detailed profiles of out-of-state placement practices in the 50 States and in the District of Columbia. This volume contains, in the order listed, these State profiles:

Illinois.................................... IL
Indiana..................................... IN
Iowa.. IA
Michigan.................................... MI
Minnesota................................... MN
Nebraska.................................... NE
North Dakota................................ ND
Ohio.. OH
South Dakota................................ SD
Wisconsin................................... WI

Other volumes, as listed in the master volume, report on Western, South Central, Northeastern, and Southeastern States. A further report on the study, in two volumes, is called Out-of-State Placement of Children: A Search for Rights, Boundaries, Services.

Each state profile presents the results of a systematic examination of their child care agencies and their involvement with out-of-state residential care for children. The information is organized in a manner which will support comparisons among agencies of the same type in different counties or among different types within the state. Comparisons of data among various states, discussed in Chapter 2, are based upon the state profiles that appear here.

The states, and the agencies within them, differed markedly in both the manner and frequency of arranging out-of-state placements in 1978. The organizational structures and the attendant policies also varied widely from state to state. Yet, all state governments had major responsibilities for regulating the placements of children across state lines for residential care. The methods employed by state agencies for carrying out these responsibilities and their relative levels of effectiveness in achieving their purposes can be ascertained in the state profiles. As a result, the state profiles are suggestive of alternative policies which agencies might select to change or improve the regulation of the out-of-state placement of children within their states.

Descriptive information about each state will also serve to identify the trends in out-of-state placement policy and practice discussed in Chapter 2. State governments can and do constitute major influences upon the behavior of both state and local public agencies as they alter their policies, funding patterns, and enforcement techniques. The effects can be seen in changes in the frequencies with which children are sent to live outside their home states of residence. Ideally, these state profiles will serve as benchmarks for measuring change, over time, with respect to the involvement of public agencies in arranging out-of-state placements.

CONTENTS OF THE STATE PROFILES

Each profile contains four sections. The first two sections identify those officials in state government who facilitated the completion of the study in the particular state. These sections also describe the general methodology used to collect the information presented. The third section offers a basic description of the organization of youth services as they relate to out-of-state placement policies. The fourth section offers annotated tables about that state's out-of-state placement practices. The discussion of the survey results include:

- The number of children placed in out-of-state residential settings.
- The out-of-state placement practices of local agencies.
- Detailed data from Phase II agencies.
- Use of interstate compacts by state and local agencies.
- The out-of-state placement practices of state agencies.
- State agencies' knowledge of out-of-state placement.

The final section presents some final observations and conclusions about state and local out-of-state placement practices that were gleaned from the data.

It is important to remember when reading the state profiles that the tables contain self-reported data for 1978, collected by the Academy in 1979. They may not reflect all organizational changes that have occurred since that time and the data might be at variance with reports published after this survey was completed.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN ILLINOIS

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Jeri Kelsay, Assistant Manager, Program Development Section, Illinois State Board of Education; Margaret Niederer, Assistant Manager, Program Approval Section, Illinois State Board of Education; Marcia Salisbury, Program Evaluation and Assessment Section, Illinois State Board of Education; Donald Beatty, Non-Public School Approval Section, Illinois State Board of Education; Robert Rose, Private Care Consultant, Department of Mental Health and Developmental Disabilities; Larry Rogers, Compact Administrator, Department of Corrections; Sharon Morris, Former Deputy Administrator of Interstate Compact, and Shirley Goins, Deputy Administrator of Interstate Compact, Department of Children and Family Services; William Ireland, Research Director, Department of Children and Family Services; Irene Gagaovdaki, Licensing Services Specialist, Department of Children and Family Services.

II. METHODOLOGY

Information was systematically gathered about Illinois from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Illinois appears below in Table 14-1.

TABLE 14-1. ILLINOIS: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DCFS officials	Telephone Interview Mailed Survey: SBE Officials	Telephone Interview Mailed Survey: DOC officials	Telephone Interview Mailed Survey: DMHDD officials
Local Agencies	Not Applicable (State Offices)	Not Available[a]	Telephone Survey: All 81 local probation offices	Not Applicable (State Offices)

a. A sample of local agencies was not contacted to verify state-supplied information under a prohibition by the State Board of Education due to an issue of confidentiality.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Illinois has the 24th largest land area (55,748 square miles) and is the fifth most populated state (11,206,393) in the United States. It has 169 cities with populations over 10,000. Chicago is the most populated city in the state, with a population of over 3 million. Springfield, the capital, is the fifth most populated city in the state with over 87,000. It has 102 counties. About 82 percent of the state's population resides in large metropolitan areas. The estimated 1978 population of persons eight to 17 years old was 1,999,045.

Illinois has five Standard Metropolitan Statistical Areas (SMSAs). These SMSAs include Chicago, Peoria, Rockford, Rock Island-Moline, and East St. Louis. Two SMSAs include portions of other states, and the other SMSAs, along with some principal cities, are located very close to neighboring states. The contiguous states to Illinois are Indiana, Iowa, Kentucky, Missouri, and Wisconsin.

Illinois is ranked 22nd nationally in total state and local government per capita expenditures, 22nd in per capita expenditures for education, and 11th in per capita expenditures for public welfare.[1]

B. Child Welfare

The Department of Children and Family Services (DCFS) is charged with delivering child welfare services in Illinois. This responsibility includes services to dependent, neglected, and abused children; minors in need of supervision; and delinquents under the age of 13.

The DCFS is organized into eight regions. Each regional office operates with a certain level of autonomy, which includes significant responsibility for arranging services for both DCFS wards or guardianship cases and referrals. These regional offices do not operate their own residential programs but, instead, purchase services from private agencies or refer cases to the centrally operated state facilities.

The broad responsibilities of DCFS require the development and maintenance of several interagency linkages. DCFS frequently cooperates with education officials to arrange jointly sponsored services to school-aged children and their families. A similar case-by-case interagency relationship is shared with the Division of Vocational Rehabilitation (DVR) which became a separate agency in July 1979. DVR provides special funding opportunities for children under DCFS auspices. Similar state agency cooperation is obtained from the Department of Mental Health and Developmental Disabilities (DMHDD) for providing special care funding to DCFS children requiring DMHDD services.

DCFS administers the Interstate Compact on the Placement of Children (ICPC). In early 1975, an administrative mandate was issued in DCFS to better regulate the practice of placing children out of state. This new policy outlined a strict administrative procedure to be followed. Basically, the process allows the DCFS to place a child out of state only through the ICPC and only after nine separate approvals have been obtained from various departmental officials. The request for placing a child out of state is initiated with the child's DCFS social worker who must verify, in writing, that in-state alternatives were actively explored and found inappropriate. Further authorization must be given by area and regional administrators, the deputy director of operations, the supervisor of out-of-state placements, the director of DCFS, and the ICPC administrator. The official procedure is not complete until the ICPC agreement has been signed by the receiving state indicating their authorization for placement. Illinois has been a member of the ICPC since 1974.

C. Education

Education is the responsibility of the Illinois State Board of Education (SBE). The board registers and approves nonpublic facilities that provide special education programs to children. According to the state's school code, Section 14-7.02, the State Board of Education is commissioned to declare eligibility for the placement of "handicapped students" from Illinois' 1,011 public school districts into nonpublic schools. These school districts offer special education services as well as the normal K-12 curriculum. Funds are made available for children who have special education needs that cannot be met in the public schools, as locally determined. The local school district administrator, in conjunction with the director of special education, initiates a request for funds by submitting appropriate applications. The placement is based upon a comprehensive case study, a multidisciplinary conference, and an individualized education program (IEP). Further, the local school district must certify that the requested placement is in the least restrictive environment possible for the child. Placements are made by the public school district under a contract initiated by the district, agreed upon by the facility, and in accordance with procedures set forth in the school code of Illinois and the Rules and Regulations to Govern the Administration and Operation of Special Education. State reimbursement is specifically made for children attending private schools, public out-of-state schools, or private special education facilities. School districts are reimbursed for the amount of tuition payments made in excess of the district per capita tuition charge for students not receiving special education, up to $4,500. If the costs exceed that amount, the district must pay up to the equivalent of a second per capita tuition charge, with the state paying the remainder of the costs.

Costs must be approved by the Governor's Purchased Care Review Board (GPCRB) which has been established to review the costs for special education and related services, and room and board. The Governor's Purchased Care Review Board is an interagency board and has representatives from the Illinois Departments of Children and Family Services, Mental Health and Developmental Disabilities, Public Health, Public Aid; Bureau of the Budget; Illinois State Board of Education; and such other persons as the governor may designate. Limits have been established on this tuition payment. If the tuition increases more than ten percent over the cost from the previous year or exceeds $4,500 per year, unless the costs are approved by the Governor's Purchased Care Review Board, children may not be placed in that particular nonpublic school program. Summer school may also be available to those students who need extended years' services as noted in the IEP, at the rate established by the Governor's Purchased Care Review Board. Regarding room and board payments, the Illinois State Board of Education works cooperatively with other state agencies to determine an appropriate funding source. However, costs not provided by another state agency are provided by the Illinois State Board of Education on a current basis. One-half of the discretionary funds available through P.L. 94-142 are earmarked for this purpose by law.

D. Juvenile Justice

The Illinois Department of Corrections, Juvenile Division, administers institutional services and parole and aftercare field services throughout the state for youth adjudicated as delinquent by the 21 circuit courts with judges located in each of the 102 counties. The Juvenile Division divides the state into four regions for the delivery of community services. Each region has the capability to directly receive juvenile court commitments and arrange for regional day care, place children in community residential facilities, or send children to the state reception center for institutional placement.

Juvenile probation services are organized on a circuit basis under the direction of the chief judge of each circuit court in 81 local probation offices. Juvenile detention services are also locally operated.

The Department of Corrections, Juvenile Division, administers the Interstate Compact on Juveniles (ICJ). Illinois has been a member of the compact since 1973. It was reported that local probation offices do place without using the compact.

E. Mental Health and Mental Retardation

The Department of Mental Health and Developmental Disabilities (DMHDD) has primary responsibility for the provision of mental health and mental retardation services in Illinois. The department operates 28 residential facilities. Community services are delivered organizationally through seven regional offices. These offices have a certain level of individual autonomy to purchase services through private vendors. A considerable portion of the private services that are purchased are arranged through Individual Care Grants. These grants enable families to offset the expenses of the private services rendered.

Placements of emotionally disturbed or mentally ill children in out-of-state facilities must have final approval of the department's Child and Adolescent Program Office. Developmental disability placements must be approved by the Division of Developmental Disabilities' Central Office. In addition to the usual materials requested, requests for out-of-state placements must be accompanied by a plan for monitoring the individual on a monthly basis.

Other sources of funds are frequently used to supplement resources available under the Individual Care Grants program. For example, a funding package might include a number of state and local resources in addition to private funds. Although the Department of Mental Health and Developmental Disabilities administers the Interstate Compact on Mental Health (ICMH), Individual Care Grant placements are not made through the compact because the facilities used are operated under private auspices. Illinois has been a member of the ICMH since 1965.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The findings from the survey of state and local agencies in Illinois follow in tabular form and are accompanied by interpretative remarks which highlight major trends in the data. The findings are organized to include the major questions asked in regard to out-of-state placements of children.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 14-2 provides a summary introduction of out-of-state placement activity detected among Illinois state and local public agencies that were surveyed. Incidence reports of out-of-state placements are not displayed for the State Board of Education or the local school districts. The absence of this information is partly due to an issue of confidentiality of information between local school districts and the State Board of Education. As a result, local data collection was prohibited by the SBE. The SBE

did report that 374 children who were in an out-of-state placement setting were placed during or prior to 1978 by 130 school districts. The incidence rate, however, for 1978 was not determined.

The Department of Children and Family Services, a major provider of children's services, also did not report the incidence rate of the children placed out of state by the department. The information could not be obtained in the form requested for the study. The Department of Corrections reported that 92 children, who were either on parole or probation, were placed out of state in 1978, but no distinction about who arranged the placements was made in the agency's survey response. Because local juvenile justice agencies are responsible for the majority of juvenile probation services, some of the 92 placements may have been arranged by the local agencies and reported to DOC. Unfortunately, this cannot be determined from the information supplied by the state agencies.

Data collection efforts with the Department of Mental Health and Developmental Disabilities and the local juvenile justice agencies proved more successful when asking for the number of children placed out of state by them. DMHDD reported placing 12 children out of state and the local juvenile justice agencies reported 98 children, for a total of 110 placements. Because of the paucity of information provided in this table, it should be stressed that the total figure is an underestimation of Illinois state and local agencies' placements.

TABLE 14-2. ILLINOIS: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*	0	*[b]	12	12
Local Agency Placements	--	*[c]	98	--	98
Total	*	0	98	12	100

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 14-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. The Department of Corrections did report that 92 children, who were either on parole or probation, were placed out of state in 1978, but did not identify the level of governmental agency which initiated these placements.

c. The Illinois State Board of Education reported 374 out-of-state placements had been made by 130 local school districts prior to and including the 1978 reporting year.

The number of out-of-state placements made by local Illinois juvenile justice agencies is displayed by the county of their location or jurisdiction in Table 14-3. The local juvenile justice agencies in less-populated Illinois counties generally reported a low incidence of out-of-state placements. However, the agencies in Pike and Morgan Counties reported ten and eight placements, respectively, the largest number of placements attributed to any reporting juvenile justice agency. Pike County, it should be noted, is located on Illinois' Missouri border.

TABLE 14-3. ILLINOIS: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978
		Juvenile Justice
Adams	11,502	5 est
Alexander	1,958	—
Bond	2,310	0
Boone	5,009	—
Brown	908	0
Bureau	6,828	0
Calhoun	1,052	0
Carroll	3,222	0
Cass	2,431	5
Champaign	22,966	0
Christian	6,546	2
Clark	2,679	—
Clay	2,521	0
Clinton	5,976	0
Coles	7,362	—
Cook	940,785	*
Crawford	3,111	—
Cumberland	1,805	—
De Kalb	10,639	—
De Witt	2,750	1
Douglas	3,361	2
Du Page	111,915	2
Edgar	3,489	—
Edwards	1,059	—
Effingham	5,338	0
Fayette	3,358	0
Ford	2,562	0
Franklin	6,358	—
Fulton	7,304	0
Gallatin	1,247	—
Greene	3,142	3
Grundy	5,397	0
Hamilton	1,176	—
Hancock	3,642	3 est
Hardin	888	—
Henderson	1,556	—
Henry	10,184	2
Iroquois	6,213	0
Jackson	7,541	0
Jasper	2,180	0
Jefferson	5,989	—
Jersey	3,487	5
Jo Daviess	4,639	0
Johnson	1,307	—
Kane	48,940	—
Kankakee	17,527	0
Kendall	6,497	—
Knox	9,941	0
Lake	79,150	5
La Salle	19,444	2

TABLE 14-3. (Continued)

County Name	1978 Population^{a} (Age 8-17)	Number of CHILDREN Placed during 1978 Juvenile Justice
Lawrence	2,942	--
Lee	6,386	3
Livingston	7,242	0
Logan	4,821	0
McDonough	4,930	0
Henry	25,078	0
McLean	17,695	0
Macon	22,979	1
Macoupin	7,843	0
Madison	45,250	5 est
Marion	6,781	0
Marshall	2,391	0
Mason	3,043	2
Massac	2,355	—
Menard	2,022	0
Mercer	3,369	3
Monroe	3,656	—
Montgomery	5,368	1
Morgan	5,617	8 est
Moultrie	2,308	0
Ogle	8,371	3
Peoria	34,864	6
Perry	3,428	—
Piatt	2,938	0
Pike	3,205	10
Pope	609	—
Pulaski	1,632	—
Putnam	979	0
Randolph	5,402	—
Richland	2,968	—
Rock Island	30,483	4
St. Clair	54,948	—
Saline	4,082	1
Sangamon	30,061	0
Schuyler	1,293	0
Scott	1,143	0
Shelby	4,156	1
Stark	1,323	0
Stephenson	8,629	1
Tazewell	24,037	0
Union	2,261	1
Vermilion	16,791	0
Wabash	2,204	—
Warren	3,687	—
Washington	2,383	—
Wayne	2,766	—
White	2,771	—
Whiteside	12,499	2
Will	59,440	0
Williamson	8,398	0
Winnebago	46,518	—
Woodford	5,509	1

TABLE 14-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978 Juvenile Justice
Multicounty Jurisdictions		
Crawford, Lawrence		0
Warren, Henderson		0
Coles, Cumberland		0
Monroe, Perry, Randolph, St. Clair, Washington		0
Boone, Winnebago		0
Alexander, Pulaski		0
De Kalb, Kendall, Kune		6
Massac, Pope, Johnson		0
Clark, Edgar		0
Gallatin, Hardin, Wabash, White		1
Hamilton, Jefferson, Franklin		1
Edwards, Richland, Wayne		0
Total Number of Placements Arranged by Local Agencies (total may include duplicated count)		98 est
Total Number of Local Agencies Reporting		81

-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources; the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

Table 14-4 shows the out-of-state placement involvement of local agencies. Again, it should be pointed out that none of the local school districts participated in the survey. All juvenile justice agencies did participate and less than 50 percent of these local agencies reported to be involved in placing children out of state in 1978. However, as mentioned in Table 14-3, Cook County could not report the number of placements it helped arranged.

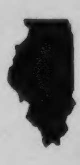


TABLE 14-4. ILLINOIS: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	0	32
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	1
Agencies Which Did Not Place Out of State	0	48
Agencies Which Did Not Participate in the Survey	1,011[a]	0
Total Local Agencies	1,011	81

[a] Local data collection was prohibited by the State Board of Education due to an issue of confidentiality.

The local agencies which reported not arranging out-of-state placements in 1978 were asked for reasons for their noninvolvement. Their responses are presented in Table 14-5. The agencies reported that services available in Illinois were sufficient for their clients' needs slightly more often than mentioning the agency's lack of funds for making out-of-state placements.

TABLE 14-5. ILLINOIS: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s) Juvenile Justice
Lacked Statutory Authority	0
Restricted	0
Lacked Funds	25
Sufficient Services Available in State	29
Other[b]	31
Number of Agencies Reporting No Out-of-State Placements	48
Total Number of Agencies Represented in Survey	81

[a] Some agencies reported more than one reason for not arranging out-of-state placements.

[b] Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Approximately 38 percent of the juvenile justice agencies reporting out-of-state placements cooperated with another public agency in arranging such placements, as shown in Table 14-6. These local agencies reported cooperating with a number of public agencies, including state agencies. The 12 agencies reporting interagency cooperation placed approximately 36 percent of the total number of children reported by local juvenile justice agencies.

TABLE 14-6. ILLINOIS: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type	
	Juvenile Justice	
	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	32	40
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	12	38
Number of CHILDREN Placed Out of State	98	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	35	36

a. See Table 14-4.

The conditions or statuses of the children placed out of state by the reporting juvenile justice agencies are reflected in Table 14-7. The most common status reported to describe children placed out of state was youth adjudicated delinquent. Other frequently mentioned responses included unruly/disruptive, truant, and battered, abandoned, or neglected children, in that order of frequency. In addition, conditions were mentioned which reflected a wide diversity of children being serviced by these juvenile justice agencies, including children with special education needs and handicapped children.

TABLE 14-7. ILLINOIS: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting Juvenile Justice
Physically Handicapped	1
Mentally Retarded or Developmentally Disabled	3
Unruly/Disruptive	18
Truant	14
Juvenile Delinquent	24
Mentally Ill/Emotionally Disturbed	3
Pregnant	2

TABLE 14-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting
	Juvenile Justice
Drug/Alcohol Problems	8
Battered, Abandoned, or Neglected	12
Adopted	3
Special Education Needs	8
Multiple Handicaps	0
Other[b]	2
Number of Agencies Reporting	33[c]

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

c. The Cook County juvenile justice agency was able to respond to this question.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Illinois' state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local juvenile justice agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 14-1. Nine of the 32 local placing juvenile justice agencies arranged more than five placements, accounting for over 56 percent of the total out-of-state placements. The detailed information to be reported on the practices of Phase II agencies is descriptive of the majority of out-of-state placements arranged by juvenile justice local agencies in 1978.

FIGURE 14-1. ILLINOIS: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Juvenile Justice
Number of AGENCIES	81
Number of AGENCIES Reporting Out-of-State Placements in 1978	32
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	9
Number of CHILDREN Placed Out of State in 1978	98
Number of CHILDREN Placed by Phase II Agencies	55
Percentage of Reported Placements in Phase II	56

The geographic locations of the Phase II agencies are illustrated, by their counties of jurisdiction, in Figure 14-2. The figure shows that 11 of Illinois' 102 counties were served by these nine agencies. They are primarily clustered around the Chicago-Cook County area of northeastern Illinois and along the west-central border shared with Missouri.

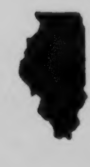
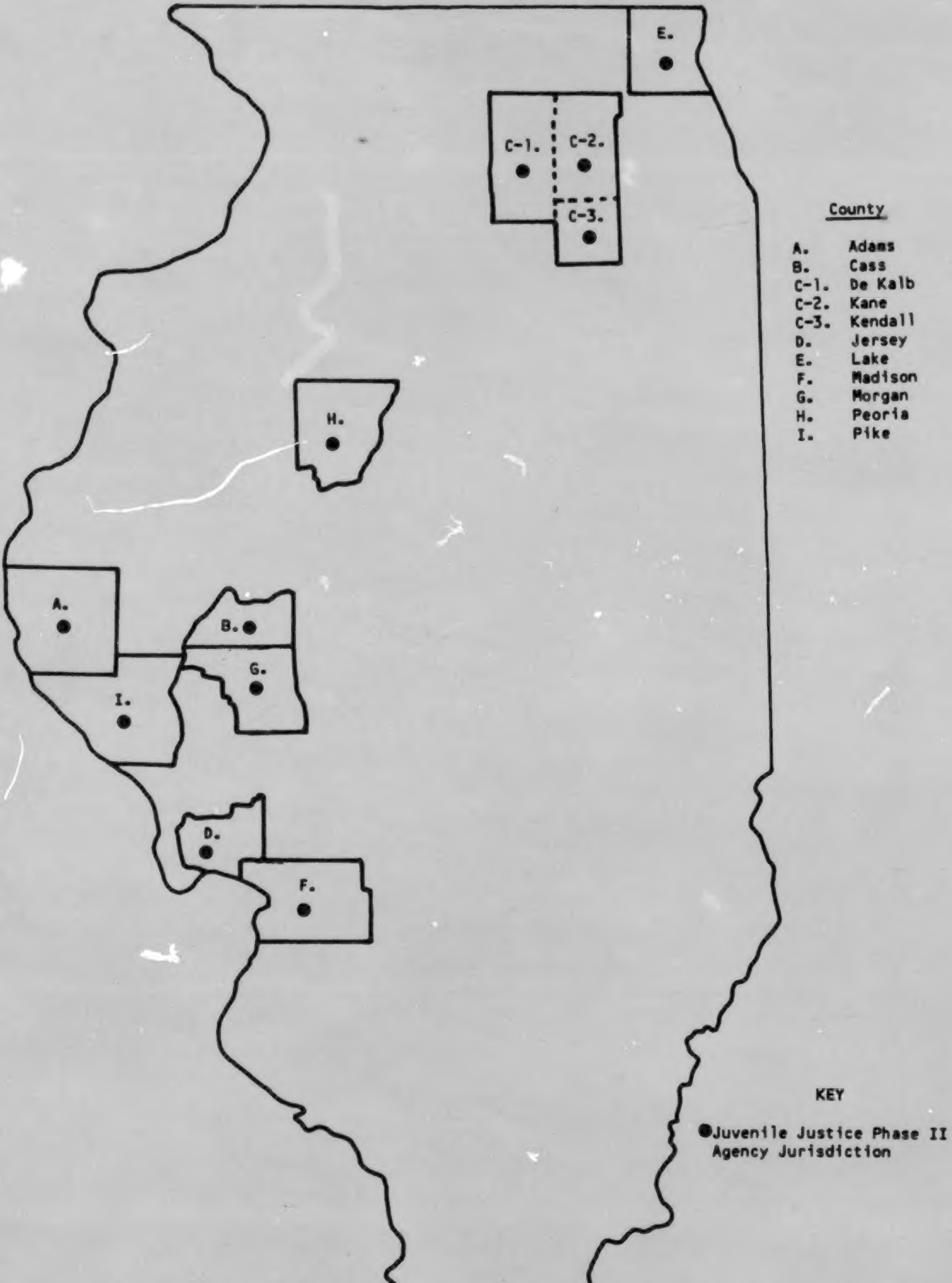


FIGURE 14-2. ILLINOIS: COUNTY LOCATION OF LOCAL PHASE II AGENCIES



County	
A.	Adams
B.	Cass
C-1.	De Kalb
C-2.	Kane
C-3.	Kendall
D.	Jersey
E.	Lake
F.	Madison
G.	Morgan
H.	Peoria
I.	Pike

KEY

● Juvenile Justice Phase II Agency Jurisdiction

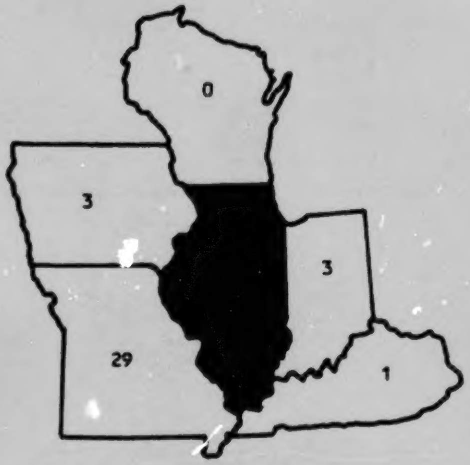
These same nine Phase II agencies were asked to respond to several questions about the placements in which they were involved. The destinations of the children placed out of state were requested and the responses are displayed in Table 14-8. Only one child's destination could not be reported by the placing agencies.

Two-thirds of the reported placements were made to states in the North Central region of the country, the region in which Illinois is situated. Sixty-seven percent of out-of-state placements for which destinations were reported, were made to states contiguous to Illinois: Iowa, Missouri, Kentucky, and Indiana (illustrated in Figure 14-3). Children were also placed to states outside this area of the country, including five placements to Maine, three to Texas, two children to both Alabama and Arkansas, and single placements to Colorado, Mississippi, North Carolina, Pennsylvania, and Wyoming.

TABLE 14-8. ILLINOIS: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed
	Juvenile Justice
Alabama	2
Arkansas	2
Colorado	1
Indiana	3
Iowa	3
Kentucky	1
Maine	5
Michigan	1
Mississippi	1
Missouri	29
North Carolina	1
Pennsylvania	1
Texas	3
Wyoming	1
Placements for Which Destinations Could Not be Reported by Phase II Agencies	1
Total Number of Phase II Agencies	9
Total Number of Children Placed by Phase II Agencies	55

FIGURE 14-3. ILLINOIS: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO ILLINOIS BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II juvenile justice agencies reported destinations for 54 children.

Table 14-9 points to the reasons given by the local Phase II juvenile justice agencies. The most frequent response was to have the child live with relatives, followed by the response that an out-of-state placement was an alternative to public institutionalization within Illinois. Other reasons offered included the statement that Illinois lacked comparable services to the out-of-state placement selected and that the sending juvenile justice agencies had previous success with an out-of-state facility.

TABLE 14-9. ILLINOIS: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0
Previous Success with Receiving Facility	2
Sending State Lacked Comparable Services	3
Standard Procedure to Place Certain Children Out of State	1
Children Failed to Adapt to In-State Facilities	0
Alternative to In-State Public Institutionalization	4
To Live with Relatives (Non-Parental)	7
Other	2
Number of Phase II Agencies Reporting	9

a. Some agencies reported more than one reason for placement.

These same responding Phase II agencies were asked to identify the type of residential setting they most frequently used for out-of-state placements. Paralleling the most common response in the above table, Table 14-10 shows the selection of relatives' homes was mentioned most frequently. The remaining one-third of the responses identified the selection of residential treatment or child care facilities.

TABLE 14-10. ILLINOIS: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting Juvenile Justice
Residential Treatment/Child Care Facility	3
Psychiatric Hospital	0
Boarding/Military School	0
Foster Home	0
Group Home	0
Relative's Home (Non-Parental)	6
Adoptive Home	0
Other	0
Number of Phase II Agencies Reporting	9

Table 14-11 summarizes the placement monitoring practices of the Phase II juvenile justice agencies to determine the progress of the children in out-of-state placement. Written progress reports and telephone calls were reported to be made on a quarterly basis or at irregular intervals. One-third of the respondents reported that on-site visits are conducted on an annual basis.

TABLE 14-11. ILLINOIS: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Juvenile Justice
Written Progress Reports	Quarterly	3
	Semiannually	0
	Annually	0
	Other[b]	5
On-Site Visits	Quarterly	0
	Semiannually	1
	Annually	3
	Other[b]	1
Telephone Calls	Quarterly	3
	Semiannually	0
	Annually	0
	Other[b]	6
Other	Quarterly	1
	Semiannually	0
	Annually	0
	Other[b]	4
Total Number of Phase II Agencies Reporting		9

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Total expenditures for the costs involved in out-of-state placement was reported by eight of the nine Phase II agencies. Their expenditures totaled $121,354.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to a study about the out-of-state placement of children concerns the extent to which interstate compacts are utilized to arrange such placements. Table 14-12 reports overall findings about the use of compacts in 1978 by local agencies which arranged out-of-state placements. Information is given to facilitate a comparison of compact utilization across agency types and between agencies with four or less and five or more placements (Phase II). In addition, the specific type of compact which was used by Phase II agencies is reported in Table 14-12.

Consideration of compact utilization by local juvenile justice agencies finds that, in total, 17 out of 32 agencies reported not using a compact to arrange any out-of-state placements. It can also be observed that 14 agencies reported using a compact, three of which were Phase II agencies. These Phase

II agencies reported utilizing the Interstate Compact on Juveniles in 1978. No other compact was reported to have been used for out-of-state placements by Phase II agencies.

TABLE 14-12. ILLINOIS: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES
	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	23
• Number Using Compacts	11
• Number Not Using Compacts	12
• Number with Compact Use Unknown	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	9
• Number Using Compacts	3
Interstate Compact on the Placement of Children	
Yes	0
No	8
Don't Know	1
Interstate Compact on Juveniles	
Yes	3
No	5
Don't Know	1
Interstate Compact on Mental Health	
Yes	0
No	8
Don't Know	1
• Number Not Using Compacts	5
• Number with Compact Use Unknown	1
TOTALS	
Number of AGENCIES Placing Children Out of State	32
Number of AGENCIES Using Compacts	14
Number of AGENCIES Not Using Compacts	17
Number of AGENCIES with Compact Use Unknown	1

Table 14-13 provides additional information about the utilization of interstate compacts by juvenile justice agencies. This table is organized similar to Table 14-12, but reports findings about the number of children who were or were not placed out of Illinois with a compact. In total, 58 children were reported placed in other states without a compact. Of the 23 children reported to have been placed through a compact, 12 were known to have been processed through the Interstate Compact on Juveniles.

TABLE 14-13. ILLINOIS: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

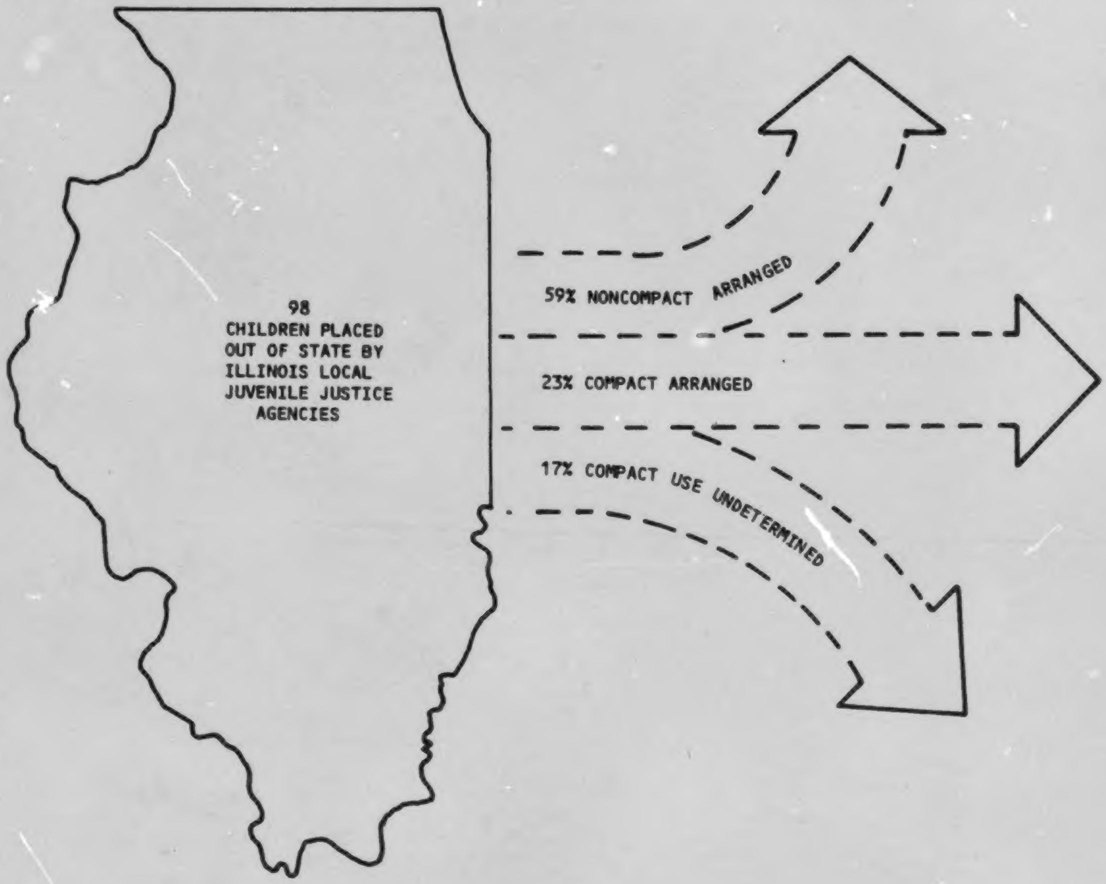
Children Placed Out of State	Number of CHILDREN Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	43
• Number Placed with Compact Use	11
• Number Placed without Compact Use	25
• Number Placed with Compact Use Unknown[a]	7
CHILDREN PLACED BY PHASE II AGENCIES	55
• Number Placed with Compact Use[b]	12
Number through Interstate Compact on the Placement of Children	0
Number through Interstate Compact on Juveniles	12
Number through Interstate Compact on Mental Health	0
• Number Placed without Compact Use	33
• Number Placed with Compact Use Unknown	10
TOTALS	
Number of CHILDREN Placed Out of State	98
Number of CHILDREN Placed with Compact Use	23
Number of CHILDREN Placed without Compact Use	58
Number of CHILDREN Placed with Compact Use Unknown	17

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

A graphic summarization of these findings about local agency utilization of interstate compacts in Illinois is illustrated in Figure 14-4. This figure illustrates the percentage of placements arranged by local juvenile justice agencies which were compact arranged, noncompact arranged, and undetermined with respect to compact use.

FIGURE 14-4. ILLINOIS: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978



The level of compact utilization reported by Illinois state agencies is given in Table 14-14. The state child welfare agency could not report the number of children placed out of Illinois in 1978 and could not report compact use. The state education agency could not identify the number of placements initiated in 1978 by their local counterparts, but could report that no interstate compact was used for the placements that did occur. The state juvenile justice agency could not identify how many children were placed out of state but did report that 92 placements were processed through a compact. The state mental health and mental retardation agency reported that none of the 12 placements known to it had been arranged through an interstate compact.

TABLE 14-14. ILLINOIS: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES, IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	*	*[a]	*[b]	12
Total Number of Compact-Arranged Placements Reported by State Agencies	*	0	92	0
Percentage of Compact-Arranged Placements	*	*	*	0

* denotes Not Available.

a. Illinois State Board of Education reported 374 out-of-state placements had been made by 130 local school districts prior to and including the 1978 reporting year.

b. The local juvenile justice agencies reported to have arranged 98 out-of-state placements. The Department of Corrections did report 92 children, who were either on parole or probation, were placed out of state in 1978, but did not identify the level of governmental agency which initiated these placements.

E. The Out-of-State Placement Practices of State Agencies

The paucity of information supplied by state agencies about their knowledge of or involvement in out-of-state placements is evidenced in Table 14-15. The Illinois state child welfare and education agencies were not able to report information on their involvement in arranging out-of-state placements in 1978. (See Table 14-2 discussion for further explanation.) Only the state juvenile justice agency and DMHDD reported what types of involvement and the number of children placed out of state in 1978. DOC's 92 placements recorded in the "Other" category were reported to be placements of juvenile probationers and parolees. DMHDD did not note what its specific involvement was on two reported placements in the same category.

TABLE 14-15. ILLINOIS: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

	Number of CHILDREN Reported Placed during 1978 by State Agencies			
Types of Involvement	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	*	0	0	10
Locally Arranged but State Funded	—	*[b]	0	—
Court Ordered, But State Arranged and Funded	*	0	0	0
Subtotal: Placements Involving State Funding	*	*	0	10
Locally Arranged and Funded, and Reported to State	—	0	0	—
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	0
Other	*	0	92[c]	2
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	*	*	92	12

* denotes Not Available.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

b. There were 374 locally arranged placements which were reported by the State Board of Education which included placements made prior to the 1978 reporting year.

c. Reported to be placements of juvenile probationers and parolees.

Destinations for the children placed out of state in 1978 were only reported by DMHDD. Table 14-16 shows that Missouri, Wisconsin, and Kansas were destination states for the 12 children placed by this agency. These first two states, as mentioned earlier, are contiguous to Illinois.

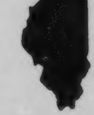


TABLE 14-16. ILLINOIS: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Kansas				2
Missouri				5
Wisconsin				5
Placements for Which Destinations Could Not be Reported by State Agencies	All	All	All	0
Total Number of Placements	*	*	92	12

* denotes Not Available.

The state child welfare agency was able to provide the conditions or statuses of the children placed out of state by this agency. As can be seen in Table 14-17, every possible category was responded to by DCFS. It should be recalled from section III that DCFS frequently cooperates with education officials and DMHDD for providing special care funding to DCFS children requiring services. The other state agencies report conditions of children respective to the types of services that they provide, with the exception of truants being mentioned by DMHDD.

TABLE 14-17. ILLINOIS: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	X	0	0	X
Mentally Handicapped	X	X	0	X
Developmentally Disabled	X	0	0	X
Unruly/Disruptive	X	0	0	X
Truants	X	0	0	X
Juvenile Delinquents	X	0	X	0
Emotionally Disturbed	X	X	0	X
Pregnant	X	0	0	0
Drug/Alcohol Problems	X	0	0	0
Battered, Abandoned, or Neglected	X	0	0	0

TABLE 14-7. (Continued)

Types of Conditions	Agency Type[a] Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Adopted Children	X	0	0	0
Foster Children	X	0	0	0
Other	0	0	0	0

a. X indicates conditions reported.

Both DCFS and the state juvenile justice agency reported using relatives' homes outside of Illinois as the most common setting for their out-of-state placements. The State Board of Education and DMHDD reported placements were most frequently made to out-of-state residential treatment or child-care facilities.

Table 14-18 provides information on the public expenditures for out-of-state placements in 1978. Only DMHDD reported its total expenditures, which amounted to $400,000. State funds constituted one-fourth of this sum, the remainder being designated as federal funds.

TABLE 14-18. ILLINOIS: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
• State	*	*	*	$100,000
• Federal	*	*	*	300,000
• Local	*	*	*	--
• Other	*	*	*	0
Total Reported Expenditures	*	*	*	$400,000

* denotes Not Available.
-- denotes Not Applicable.

F. State Agencies' Knowledge of Out-of-State Placements

As a final review, Table 14-19 offers the incidence of out-of-state placements reported by Illinois public agencies and the number of children placed out of state of which the state agencies had knowledge. The state child welfare and education agencies could not report the number of children placed out of state only in 1978. The state juvenile justice agency had knowledge of 92 out-of-state placements, but did not identify the level of governmental agency which initiated these placements. The state mental health and mental retardation agency was able to provide information on their own out-of-state placement activity in 1978.

TABLE 14-19. ILLINOIS: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*	*a	*b	12
Total Number of Placements Known to State Agencies	*	*	92	12
Percentage of Placements Known to State Agencies	*	*	*	100

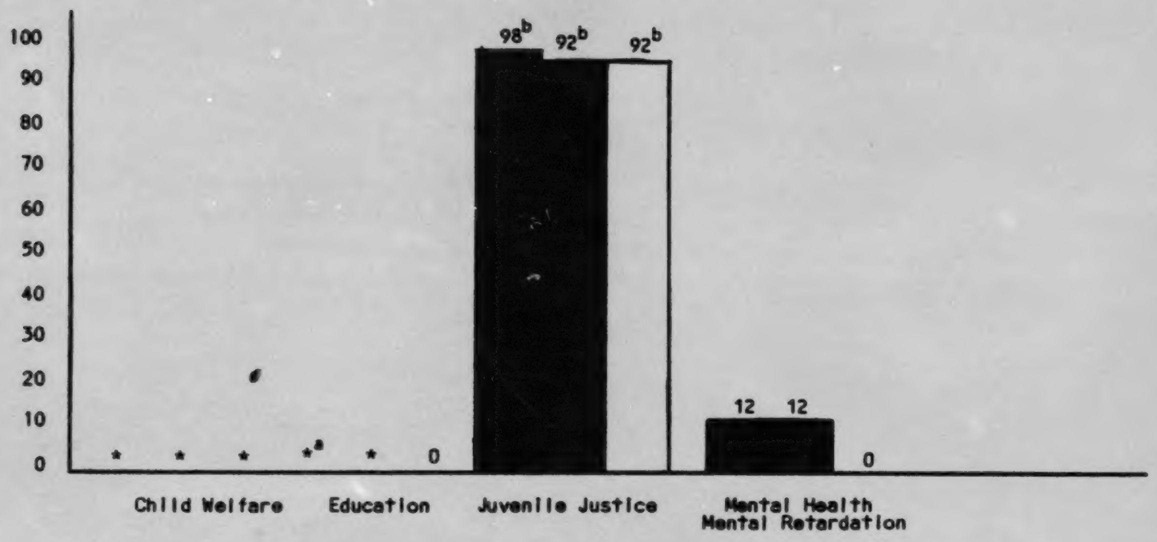
* denotes Not Available.

a. Ilinois State Board of Education reported 374 out-of-state placements had been made by 130 local school districts prior to and including the 1978 reporting year.

b. The local juvenile justice agencies reported to have arranged 98 out-of-state placements. The Department of Corrections did report 92 children, who were either on parole or probation, were placed out of state in 1978, but did not identify the level of governmental agency which initiated these placements.

The extent of missing out-of-state placement information among Illinois state agencies is illustrated in Figure 14-5. Interstate compact utilization is included when it was reorted by a state agency.

FIGURE 14-5. ILLINOIS: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



* denotes Not Available.

■ State and Local Placements

■ State and Local Placements Known to State Agencies

□ State and Local Compact-Arranged Placements Reported by State Agencies

a. Illinois State Board of Education reported 374 out-of-state placements had been made by 130 local school districts prior to and including the 1978 reporting year.

b. The local juvenile justice agencies reported arranging 98 placements. The Department of Corrections did report 92 were placed out of state in 1978, but did not identify the level of agency which initiated these placements.

V. CONCLUDING REMARKS

Several conclusions have been reached from the study of out-of-state placement practices of public agencies in Illinois. Foremost among these conclusions is the absence of information received from the Department of Children and Family Services and the State Board of Education. This outcome is particularly disturbing in view of the fact that DCFS has service responsibility for numerous children, and that SBE reported a high rate of children placed out of state. Although numerous attempts and various approaches were taken to retrieve data from these state agencies and to gain approval to contact local school districts, all methods failed to obtain the information for the purpose of the study. Similarly, the absence of a Cook County juvenile justice agency response is also important.

Further conclusions arising from the survey results are limited, due to this lack of information.

- Local juvenile justice agencies and the Department of Children and Family Services are involved in placing children out of state with a wide variety of conditions. These placements are primarily to the homes of relatives.

- Illinois public agencies tend to select placement settings in states bordering their own or within the same geographic region.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Illinois in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, *County and City Data Book, 1977 (A Statistical Abstract Supplement)*, Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in *Statistical Abstract of the United States: 1979 (100th Edition)*, Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN INDIANA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Jerry Wagner, Assistant Director of Special Education, Department of Public Instruction; Mid Cassidy, Administrative Assistant, Department of Public Instruction; John Bailey, Attorney, Department of Public Instruction; Harold Negley, Superintendent, Department of Public Instruction; Norma Goldberg, Interstate Compact Administrator, Department of Public Welfare; Pat Vesper, Deputy Compact Administrator, Division of Child Welfare-Social Services, Department of Public Welfare; Jim Hmurvoich, Director of State Probation, Department of Correction; Marjorie Barker, Compact Administrator, Department of Correction; R. L. Reichard, Assistant Compact Administrator, Department of Mental Health; and Barbara Anderson, Division of Child Mental Health, Department of Mental Health.

II. METHODOLOGY

Information was systematically gathered about Indiana from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policy and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Indiana appears below in Table 15-1.

TABLE 15-1. INDIANA: METHODS OF COLLECTING DATA

	Survey Methods, by Agency Type			
Levels of Government	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone interview	Telephone interview	Telephone interview	Telephone interview
	Mailed Survey: DPW officials	Mailed Survey: DPI officials	Mailed Survey: DOC officials	Mailed Survey: DMH officials
Local Agencies[a]	Telephone Survey: All 92 local child welfare agencies	Telephone Survey: 10 percent sample of 305 school districts to verify state information[b]	Telephone Survey: All 92 local probation offices	Not Applicable (State Offices)

a. The telephone survey was conducted by the Indiana Juvenile Justice Task [illegible]orce of Indianapolis under a subcontract to the Academy.

b. Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Indiana has the 38th largest land area (36,097 square miles) and is the 12th most populated state (5,309,197) in the United States. Its capital and most populated city is Indianapolis, with an estimated population of 714,000. Indiana has 60 cities with populations over 10,000 and 19 cities with populations over 30,000. It has 91 counties and one city-county consolidation: Indianapolis-Marion. The 1978 estimated population of persons eight to 17 years old was 969,543.

Indiana has ten Standard Metropolitan Statistical Areas (SMSAs). Three of these SMSAs include a portion of two contiguous states, Ohio and Kentucky. Other contiguous states are Illinois and Michigan.

Indiana was ranked 49th nationally in total state and local per capita expenditures, 34th in per capita expenditures for education, and 46th in per capita expenditures for public welfare.

B. Child Welfare

The state Department of Welfare (DPW) supervises the administration of most public social service programs in Indiana. Local child welfare services are delivered through 92 county departments of public welfare.

State-level responsibilities include the establishment of policies for all child welfare services provided by the Aid to Families with Dependent Children program and to other families in need. The DPW is the licensing agency for foster homes and day care and residential institutions. It also supervises interstate adoption and placement programs. State approval of interstate placements involving local child welfare agencies has long been required, although Indiana only became a member of the Interstate Compact on the Placement of Children in September 1978. However, even though the DPW must approve all adoption foster care out-of-state placements, the state does not directly provide funds for such placements, and comprehensive state records were not available for 1978.

C. Education

The Indiana Department of Public Instruction (DPI) supervises the delivery of educational services by the state's 305 public school districts and other relevant public agencies. Area coordinators within the Division of Special Education supervise and assist the school districts in providing education to exceptional children in need of special education. Specific criteria for the purchase of special educational services in another state were legislated in the Indiana Code, Section 20-8.1-6.1-7, and further set forth in DPI Rule 5-5. Of particular importance to out-of-state placement policy governing the practices of school districts is the requirement that all such placements arranged by school districts are funded and approved by the Division of Special Education in DPI. Consequently, the DPI was able to report information about all children placed out of state by school districts in 1978.

D. Juvenile Justice

Jurisdiction over juvenile matters is generally exercised by county superior courts and circuit courts in Indiana, but the state legislature has enacted a law granting juvenile jurisdiction to other courts as well. Authority over juveniles is exercised exclusively by the circuit courts in 71 counties and by the superior courts in five counties. Juvenile matters are heard in Juvenile Court in Marion County (Indianapolis) and in Probate Court in St. Joseph County. In the remaining 14 counties, juvenile jurisdiction is exercised concurrently by the circuit and superior courts. Probation services are supervised by the courts and are under the auspices of county government. Juvenile offenders may be committed to the Indiana Youth Authority which operates correctional institutions, camps, and after care services. The probation office acts as a liaison between the Indiana courts and the correction agency within the receiving state in facilitating the placement of juveniles on probation. The compact administrator performs the same function for juveniles on parole, and both types of placements are handled through the Interstate Compact on Juveniles which is administered by the Youth Authority. However, the Youth Authority's role in placing children out of state is relatively minimal, according to state officials. Many more placements are reported to be handled through the child welfare agency. Indiana has been a member of the ICJ since 1957.

E. Mental Health and Mental Retardation

The Department of Mental Health (DMH) has state responsibility for both mental health and mental retardation services in Indiana. In addition to its coordination and planning functions, the DMH operates several state hospitals for the mentally ill and retarded. There are also 28 community mental health centers across the state with program responsibilities for children and adolescents. These are private, nonprofit agencies which use state monies based on a contractual arrangement. The DMH's responsibilities do not include the placement of children out of state; nor are there any state mental health-mental retardation monies available to fund such placements. Indiana has been a member of the Interstate Compact on Mental Health since 1959.

IV. FINDINGS FROM A SURVEY OF OUR-OF-STATE PLACEMENT PRACTICES IN 1978

The following discussion presents the major findings from the survey of Indiana state and local public agencies. The information is given in a tabular form with brief interpretative remarks which focus upon the major issues associated with the out-of-state placement of children.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 15-2 reports the total number of out-of-state placements arranged by state and local public agencies in 1978, by agency type. In total, 343 out-of-state placements were reported. However, two factors must be weighed in considering this figure. First, the DPW did not report the number of children which the agency placed out of state. Thus, the total given in Table 15-2 is somewhat of an underrepresentation of the number of out-of-state placements arranged by Indiana public agencies in 1978. Second, local agencies may cooperate with each other to arrange such placements and consequently overreport or duplicate the number of different children who were placed out of state. The reader should refer to Table 15-6 to understand the extent to which interagency cooperation was prevalent among local agencies.

Nevertheless, certain other observations about the findings in Table 15-2 are important. Clearly, local governmental agencies were responsible for arranging the majority of out-of-state placements reported. Both local child welfare and juvenile justice agencies show extensive involvement in the practice, with 188 and 143 children, respectively, reported placed out of Indiana in 1978. The Indiana Youth Authority was the only state agency reporting involvement in arranging out-of-state placements that year.

TABLE 15-2. INDIANA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*	0	5	0	5
Local Agency Placements	188	7	143		338
Total	188	7	148	0	343

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 15-15 for specific information regarding state agency involvement in arranging out-of-state placements.

The number of out-of-state placements arranged by local child welfare, education, and juvenile justice agencies is presented in Table 15-3, along with the agency's county of jurisdiction and the corresponding 1978 estimated population of persons eight to 17 years old. The information is displayed in this manner to facilitate an investigation of the relationship among the incidence of out-of-state placements, geography, and population. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all within them.

Review of Table 15-3 finds that 84 percent of the children placed out of state were from counties having juvenile populations over 10,000--157 of the 188 estimated children sent by the local child welfare agencies, six of the seven education placements, and 120 of the 143 estimated juvenile justice placements. Furthermore, nearly 56 percent of the children reported to be sent out of Indiana were placed by the child welfare and juvenile justice agencies in the highly populated counties of Lake and Marion.

TABLE 15-3. INDIANA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population (Age 8-17)[a]	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Adams	5,386	4	0	2
Allen	54,270	1	1	0
Bartholomew	11,672	3	0	0
Benton	2,098	0	—	1
Blackford	2,812	0	0	0
Boone	6,059	0	0	0
Brown	1,860	0	0	0
Carroll	3,273	0	0	0
Cass	6,891	0	0	0
Clark	15,541	0	0	2
Clay	3,989	0	0	0
Clinton	5,280	1	0	0
Crawford	1,609	1	0	2 est
Davies	4,794	0	0	1
Dearborn	5,990	0	0	0
Decatur	4,575	0	0	0
De Kalb	6,152	0	0	0
Delaware	21,847	0	0	4
Dubois	6,806	1	0	0
Elkhart	24,539	2	0	4 est
Fayette	5,048	0	0	0
Floyd	10,216	*	0	1
Fountain	3,285	1	0	0
Franklin	3,483	0	0	1
Fulton	3,084	1	0	0
Gibson	5,427	0	0	0
Grant	15,278	8 est	1	7
Greene	4,833	0	0	0
Hamilton	14,056	0	0	1
Hancock	7,949	2	0	0
Harrison	4,578	0	0	4 est
Hendricks	12,253	0	0	0
Henry	10,057	0	0	0
Howard	16,728	15	0	0
Huntington	6,271	1	0	1
Jackson	6,276	0	0	3 est
Jasper	4,505	0	0	0
Jay	4,634	0	0	1
Jefferson	4,700	0	0	0
Jennings	3,973	1	0	0
Johnson	12,954	0	0	1
Knox	6,540	0	0	0
Kosiusko	9,494	0	0	0
Lagrange	4,894	0	0	0
Lake	106,292	75	0	64

TABLE 15-3. (Continued)

County Name	1978 Population (Age 8-17)[a]	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
La Porte	19,847	0	0	0
Lawrence	7,190	0	0	0
Madison	24,647	5	0	0
Marion	142,998	24 est	1	--
Marshall	7,094	0	0	0
Martin	2,129	0	0	0
Miami	7,587	3	0	1
Monroe	12,298	0	0	0
Montgomery	6,214	0	0	0
Morgan	9,962	1	0	1
Newton	2,520	0	0	0
Noble	6,230	0	0	1
Ohio	883	0	0	0
Orange	3,041	0	0	0
Owen	2,563	0	0	0
Parks	2,802	0	0	0
Perry	3,507	0	0	0
Pike	2,084	0	0	0
Porter	19,004	2	0	1
Posey	4,378	0	0	0
Pulaski	2,544	0	0	0
Putnam	4,242	0	0	0
Randolph	5,173	1	0	0
Ripley	4,321	1	0	0
Rush	4,125	0	0	0
St. Joseph	41,285	2	1	0
Scott	3,782	0	0	1
Shelby	7,208	0	0	0
Spencer	3,572	0	0	0
Starke	3,942	0	0	0
Steuben	3,680	0	0	0
Sullivan	3,098	0	0	0
Switzerland	1,162	4	0	0
Tippecanoe	16,490	5	0	0
Tipton	3,043	0	0	0
Union	1,396	0	0	1
Vanderburgh	26,210	15 est	1	4
Vermillion	2,603	1	0	0
Vigo	16,776	0	1	4 est
Wabash	6,506	3	0	—
Warren	1,644	0	0	0
Warrick	6,429	0	1	1
Washington	3,850	1	0	1
Wayne	14,205	0	0	2
Wells	4,553	2	0	0
White	3,799	0	0	0
Whitley	4,676	1	0	0

TABLE 15-3. (Continued)

County Name	1978 Population (Age 8-17)[a]	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Multicounty Jurisdiction				
Indianapolis, Marion		--	--	25
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		188 est	7	143 est
Total Number of Local Agencies Reporting		92	305	92

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

Table 15-4 provides detailed information on the involvement of local public agencies in arranging out-of-state placements. All local agencies contacted participated in the survey, and the majority (86 percent) of these agencies did not place children out of state in 1978. Thirty-four percent of the local child welfare agencies, two percent of the 305 local school districts, and 32 percent of the 92 local juvenile justice agencies reported placing children out of Indiana. In addition, one child welfare agency was involved in out-of-state placement, but could not report how many children it had placed.

TABLE 15-4. INDIANA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type		
	Child Welfare	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	31	7	29
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	1	0	0
Agencies Which Did Not Place Out of State	60	298	63
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	92	305	92

Those agencies which did not place children out of state in 1978 were asked their reasons for not arranging such placements. Table 15-5 summarizes the reasons given to this inquiry and clearly shows that the most common reason was that there were sufficient services available in Indiana. In addition, nearly all local school district responses stated that they lacked statutory authority to place out of Indiana. Apparently, the state agency regulation for authorization of placement is understood to mean that local school districts cannot legally make a direct placement without this authorization. It can also be seen that five local child welfare agencies, one school district, and 21 local juvenile justice agencies indicated that a lack of funds influenced their decisions not to arrange out-of-state placements in 1978. Finally, several agencies reported "other" reasons for not arranging out-of-state placements in 1978, and these reasons included parental disapproval of such placements, too much red tape, a lack of knowledge about exceptional out-of-state facilities, and because the distance involved was prohibitive to family visitation.

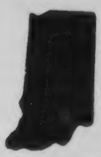


TABLE 15-5. INDIANA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)		
	Child Welfare	Education	Juvenile Justice
Lacked Statutory Authority	0	275	0
Restricted[b]	0	0	2
Lacked Funds	5	1	21
Sufficient Services Available in State	59	296	56
Other[c]	7	2	29
Number of Agencies Reporting No Out-of-State Placements	60	298	63
Total Number of Agencies Represented in Survey	92	305	92

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Table 15-6 summarizes the extent to which local public agencies cooperated with other public agencies to arrange out-of-state placements in 1978. It is apparent that interagency cooperation in arranging such placements was a relatively common activity among local agencies placing children out of state. For example, 65 percent of local child welfare agencies reported cooperating with other agencies for 69 percent of the 188 reported placements. A smaller proportion of juvenile justice agencies (41 percent) reported interagency cooperation in arranging 71 percent of the placements. Generally, local child welfare and juvenile justice agencies cooperated with each other in the placement process. Consequently, the total number of children reported placed out of state by local child welfare and juvenile justice agencies is somewhat of a duplicated figure. Many of the placements arranged involved the cooperation of both types of agencies resulting in duplicative reporting.

In sharp contrast, only one of the seven local school districts reported to have placed a child out of state with the help of another public agency. This particular agency cooperated with the state Department of Public Instruction in the placement process.

TABLE 15-6. INDIANA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Juvenile Justice	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	31	34	7	2	29	32
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	20	65	1	14	12	41
Number of CHILDREN Placed Out of State	188	100	7	100	143	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	129	69	1	14	102	71

a. See Table 15-4.

All local agencies which arranged out-of-state placements in 1978 were asked to generally identify the conditions or statuses of the children they helped to place. Table 15-7 shows the wide variety of responses given. The local child welfare agencies characterized children placed out of Indiana with every category offered for description except one. The predominant responses, however, were adopted and battered, abandoned, or neglected children. Juvenile delinquent and then mentally ill/emotionally disturbed youth were next most frequently mentioned.

Indiana local juvenile justice agencies also reported placing children with a diversity of conditions or statuses. Considering the services offered by agencies of this type, the frequent mention of placing juvenile delinquent youth and unruly/disruptive children could be expected. Similarly, the repeated mention of youth with drug/alcohol problems and battered, abandoned, or neglected children is consistent with the agencies' service delivery. The agencies, however, also mentioned every other category offered, including mentally retarded children and those with special education needs. This trend is consistent with the relatively high level of interagency cooperation characterizing the out-of-state placement practices of Indiana local agencies. There is obvious similarity in the conditions of children described by local child welfare and juvenile justice agencies.

Responses of local school districts were more limited in their range and generally mentioned categories related to special education services and handicapping conditions.

TABLE 15-7. INDIANA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Physically Handicapped	1	3	2
Mentally Retarded or Developmentally Disabled	4	2	3
Unruly/Disruptive	3	2	14
Truant	0	0	5
Juvenile Delinquent	8	0	22
Mentally Ill/ Emotionally Disturbed	5	2	3
Pregnant	0	0	1
Drug/Alcohol Problems	1	0	8
Battered, Abandoned, or Neglected	14	0	8
Adopted	15	0	1
Special Education Needs	4	1	2
Multiple Handicaps	1	3	1
Other[b]	3	2	0
Number of Agencies Reporting	30[c]	7	29

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

c. One agency which reported involvement in out-of-state placement did not respond to this question.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Indiana's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Indiana agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 15-1. Twenty-three percent, or seven agencies, of the 31 local child welfare agencies which reported placing children out of state in 1978 were responsible for the arrangement of 78 percent of all the placements made by the agency type.

An even smaller proportion of the placing juvenile justice agencies, ten percent, were Phase II agencies. They, however, were also responsible for a substantial number of children being placed out of Indiana in 1978. Ninety-six children of the 143 reported to have been placed were sent by these Phase II juvenile justice agencies. These children made up 67 percent of all the juvenile justice placements.

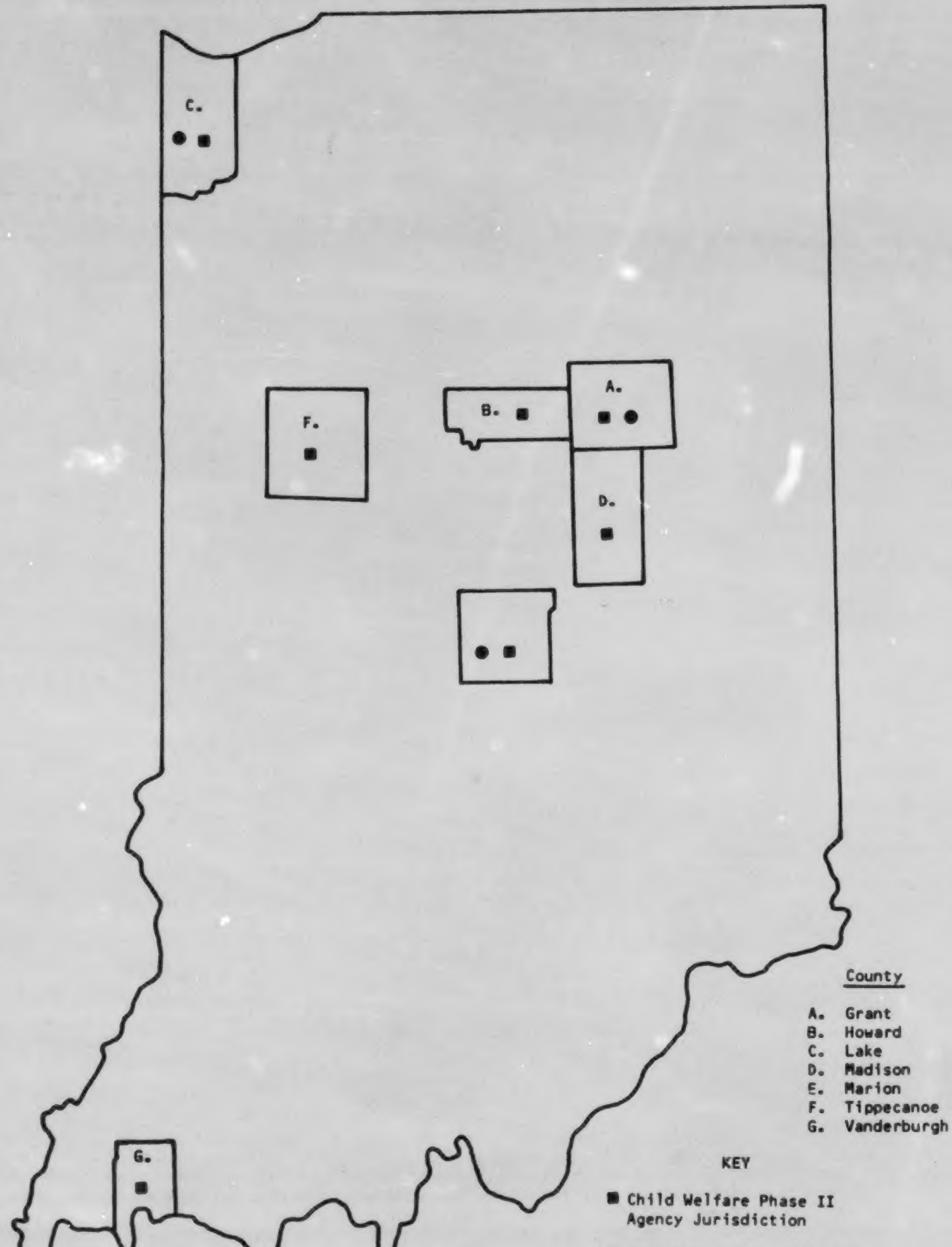
Clearly, the detailed information to be reported on the practices of both the child welfare and juvenile justice Phase II agencies is descriptive of the majority of out-of-state placements arranged by Indiana local agencies in 1978.

FIGURE 15-1. INDIANA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN IN PHASE II, BY AGENCY TYPE

	Child Welfare	Juvenile Justice
Number of AGENCIES	92	92
Number of AGENCIES Reporting Out-of-State Placements in 1978	31	29
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	7	3
Number of CHILDREN Placed Out of State in 1978	188	143
Number of CHILDREN Placed by Phase II Agencies	147	96
Percentage of Reported Placements in Phase II	78	67

The following Figure 15-2 illustrates the location of Indiana's Phase II agencies by their county of jurisdiction. As mentioned in the discussion of Table 15-3, the urban counties of Marion and Lake are among this group of Phase II agencies. Five of the seven Phase II counties (Grant, Howard, Madison, Marion, and Tippecanoe) are clustered in the central portion of Indiana, generally within one of the SMSAs in that region of the state.

FIGURE 15-2. INDIANA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES


C.
A.
B.
F.
D.
G.
County
A. Grant
B. Howard
C. Lake
D. Madison
E. Marion
F. Tippecanoe
G. Vanderburgh
KEY
■ Child Welfare Phase II Agency Jurisdiction
● Juvenile Justice Phase II Agency Jurisdiction

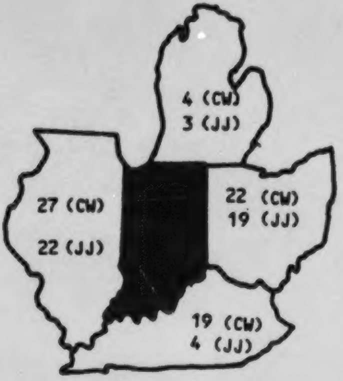
Local Phase II agencies were asked to report the destinations of those placements. Table 15-8 shows these responses, including the number of placements for which the destinations were not reported. It can immediately be seen that both local child welfare and juvenile justice agencies reported the destinations for most of the placements arranged that year. Further, the table shows that children were placed in 19 different states and in most regions of the country by the local child welfare agencies. Similarly, 13 different states were used for placements arranged by Indiana's local juvenile justice agencies.

TABLE 15-8. INDIANA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Child Welfare	Juvenile Justice
Arizona	1	
Arkansas	2	
California	2	4
Colorado	6	6
Connecticut	1	1
Florida	2	4
Illinois	27	22
Kentucky	19	4
Maryland	2	
Michigan	4	3
Mississippi	3	
Missouri		2
Nebraska	3	
North Dakota	1	
Ohio	22	19
Pennsylvania	2	2
Tennessee		2
Texas	12	20
Virginia	2	
Washington	3	
Wisconsin	5	3
Placements for Which Destinations Could not be Reported by Phase II Agencies	28	4
Total Number of Phase II Agencies	7	3
Total Number of Children Placed by Phase II Agencies	147	96

However, it is important to observe that both the local child welfare and juvenile justice agencies reported making a major portion of their placements in states immediately surrounding Indiana. Figure 15-3 illustrates that 61 percent of the local child welfare placements reported and over one-half of the juvenile justice out-of-state placements were made to the contiguous states of Illinois, Kentucky, Michigan, and Ohio. Colorado and Texas were the next largest receivers of Indiana children from both agency types. Wisconsin, located in the same geographic region as Indiana, also received a number of children from these reporting agencies.

FIGURE 15-3. INDIANA: THE NUMBER OF CHILDREN PLACED IN STATES CONTIGUOUS TO INDIANA BY REPORTED LOCAL PHASE II AGENCIES[a]



a. Local Phase II child welfare agencies reported destinations for 119 children. Local Phase II juvenile justice agencies reported destinations for 92 children.

Local agencies placing five or more children out of state were asked to report their reasons for arranging such placements. The responses given by the local child welfare and juvenile justice agencies are displayed in Table 15-9. Agencies of both types offered a variety of reasons, but the experience of previous success with the receiving facility was the most common response given. Other reasons mentioned as frequently by the child welfare agencies were to have the child live with out-of-state relatives and because comparable services were not available within Indiana.

TABLE 15-9. INDIANA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting	
	Child Welfare	Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	1	0
Previous Success with Receiving Facility	4	3
Sending State Lacked Comparable Services	4	2
Standard Procedure to Place Certain Children Out of State	1	1
Children Failed to Adapt to In-State Facilities	3	2
Alternative to In-State Public Institutionalization	1	2
To Live with Relatives (Non-Parental)	4	2
Other	1	0
Number of Phase II Agencies Reporting	6	3

a. Some agencies reported more than one reason for placement.

Table 15-10 describes the most frequently used settings for placement, as reported by local agencies placing more than four children out of state. Residential treatment/child care facilities, and foster and adoptive homes were typical settings used by child welfare agencies. The local juvenile justice agencies indicated that residential treatment/child care facilities and relatives' homes were their most common placement settings.

TABLE 15-10. INDIANA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTING REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Child Welfare	Juvenile Justice
Residential Treatment/ Child Care Facility	3	2
Psychiatric Hospital	0	0
Boarding/Military School	0	0
Foster Home	2	0
Group Home	0	0
Relatives' Home (Non-Parental)	0	1
Adoptive Home	2	0
Other	0	0
Number of Phase II Agencies Reporting	7	3

The monitoring practices employed by the local Indiana agencies arranging five or more out-of-state placements are shown in Table 15-11. Local child welfare agencies most frequently mentioned using quarterly written progress reports as a means of determining the progress of children in out-of-state placements. Telephone calls on an irregular basis were the next most mentioned method of monitoring. On-site visits were mentioned by three agencies, but each varied in the frequency with which these visits were conducted.

Indiana local juvenile justice agencies also tended to use quarterly written progress reports as their most common method of monitoring. In addition, quarterly on-site visits were conducted by two agencies as a means to monitor children in out-of-state placements. Finally, two agencies reported making telephone calls at irregular intervals for monitoring purposes.

TABLE 15-11. INDIANA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Child Welfare	Number of AGENCIES[a] Juvenile Justice
Written Progress Reports	Quarterly	6	3
	Semiannually	0	0
	Annually	0	0
	Other[b]	0	0
On-Site Visits	Quarterly	1	2
	Semiannually	1	0
	Annually	0	0
	Other[b]	1	0
Calls	Quarterly	1	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	4	2
Other	Quarterly	1	0
	Semiannually	0	0
	Annually	1	1
	Other[b]	0	0
Total Number of Phase II Agencies Reporting		7	3

a. Some agencies reported more than one method of monitoring.

b. Includes monitoring practices which did not occur at regular intervals.

The only data reported on local public expenditures for out-of-state placements in 1978 represents three child welfare agencies and one juvenile justice agency. The three child welfare agencies reported spending a total of $602,000 for out-of-state placements. The one local juvenile justice agency reported spending $12,440.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to a study about the out-of-state placement of children concerns the extent to which interstate compacts are utilized to arrange such placements. Table 15-12 reports overall findings about the use of compacts in 1978 by local Indiana agencies which arranged out-of-state placements. Information is given to facilitate a comparison of compact utilization across agency types and between agencies with four or less and five or more placements (Phase II). In addition, the specific type of compact which was used by Phase II agencies is reported in Table 15-12.

Consideration of compact utilization by local Indiana child welfare and juvenile justice agencies finds that, in total, 25 out of 60 agencies reported not using a compact to arrange any out-of-state placements. It can also be observed that only 13 percent of the local child welfare agencies reported a lack of compact use compared to 72 percent of the local juvenile justice agencies. Also, it should be pointed out that those agencies which did not use a compact arranged fewer than five out-of-state placements. Both the ICPC and the ICJ were utilized by agencies with five or more out-of-state placements.

Finally, Table 15-12 shows that all seven local education agencies failed to utilize interstate compacts for arranging out-of-state placements in 1978. Of course, this finding should be expected if these agencies placed children in facilities which were primarily educational in nature. Such placements are not under the purview of any compact.

TABLE 15-12. INDIANA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	24	7	26
• Number Using Compacts	20	0	5
• Number Not Using Compacts	4	7	21
• Number with Compact Use Unknown	0	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	7	0	3
• Number Using Compacts	7	—	3
Interstate Compact on the Placement of Children[a]			
Yes	6	—	2
No	0	—	1
Don't Know	1	—	0

TABLE 15-12. (Continued)

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Juvenile Justice
Interstate Compact on Juveniles			
Yes	0	--	1
No	4	--	1
Don't Know	3	--	1
Interstate Compact on Mental Health			
Yes	0	--	0
No	7	--	3
Don't Know	0	--	0
● Number Not Using Compacts	0	--	0
● Number with Compact Use Unknown	0	--	0
TOTALS			
Number of AGENCIES Placing Children Out of State	31	7	29
Number of AGENCIES Using Compacts	27	0	8
Number of AGENCIES Not Using Compacts	4	7	21
Number of AGENCIES with Compact Use Unknown	0	0	0

-- denotes Not Applicable.

a. Indiana enacted the Interstate Compact on the Placement of Children on September 1, 1978.

Table 15-13 provides additional information about the utilization of interstate compacts by local agencies. This table is organized similar to Table 15-12, but reports findings about the number of children who were or were not placed out of state with a compact. In total, 54 children were reported placed in other states without a compact. Comparison across agency types reveals that local juvenile justice agencies placed the greatest number of children out of state without the use of a compact. It can also be seen that the ICPC was the type of compact used most frequently, with 122 children placed under its purview.

TABLE 15-13. INDIANA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN Child Welfare	 Education	 Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	41	7	47
• Number Placed with Compact Use	20	0	5
• Number Placed without Compact Use	8	7	37
• Number Placed with Compact Use Unknown[a]	13	0	5
CHILDREN PLACED BY PHASE II AGENCIES	147	0	96
• Number Placed with Compact Use[b]	110	--	38
Number through Interstate Compact on the Placement of Children[c]	109	--	13
Number through Interstate Compact on Juveniles	0	--	25
Number through Interstate Compact on Mental Health	0	--	0
• Number Placed without Compact Use	2	--	0
• Number Placed with Compact Use Unknown	35	--	58
TOTALS			
Number of CHILDREN Placed Out of State	188	7	143
Number of CHILDREN Placed with Compact use	130	0	43
Number of CHILDREN Placed without Compact use	10	7	37
Number of CHILDREN Placed with Compact Use Unknown	48	0	63

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placements. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

TABLE 15-13. (Continued)

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

c. Indiana enacted the Interstate Compact on the Placement of Children on September 1, 1978.

A graphic summarization of these findings about local agency utilization of interstate compacts is illustrated in Figures 15-4, 5 and 6. These figures illustrate the percentage of placements arranged by agencies of each type which were compact arranged, noncompact arranged, and undetermined with respect to compact use.

FIGURE 15-4. INDIANA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

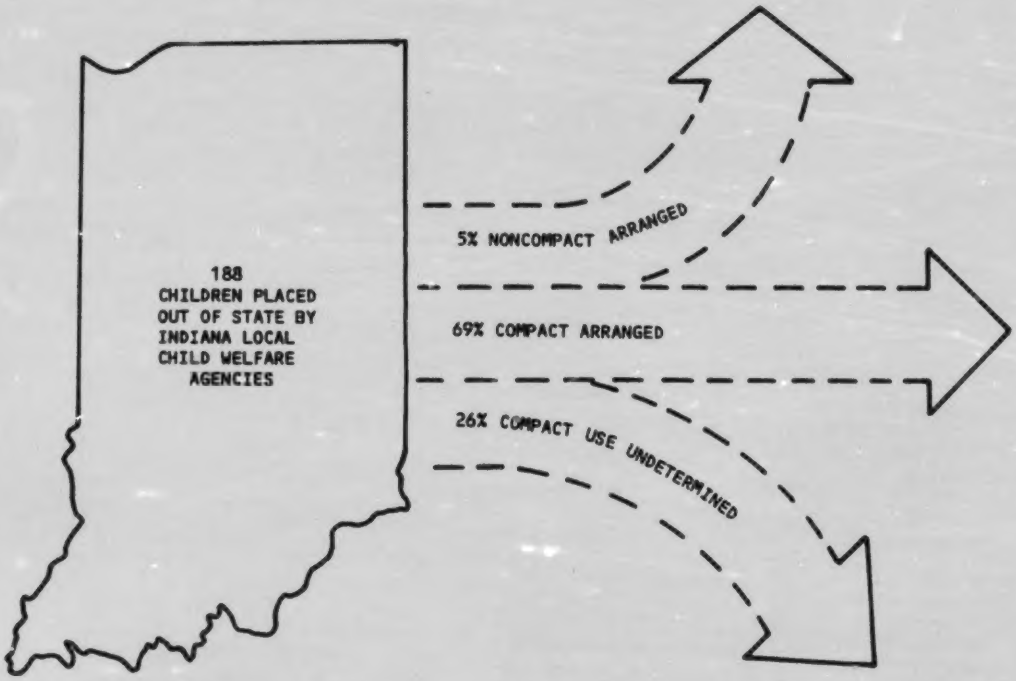

188
CHILDREN PLACED
OUT OF STATE BY
INDIANA LOCAL
CHILD WELFARE
AGENCIES
5% NONCOMPACT ARRANGED
69% COMPACT ARRANGED
26% COMPACT USE UNDETERMINED

FIGURE 15-5. INDIANA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

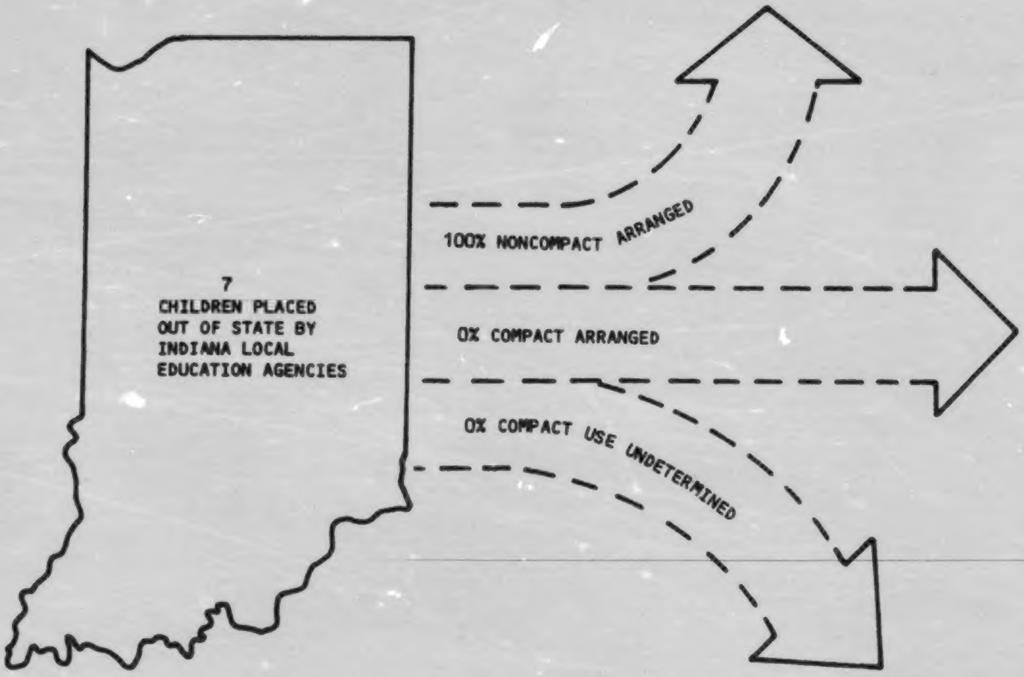
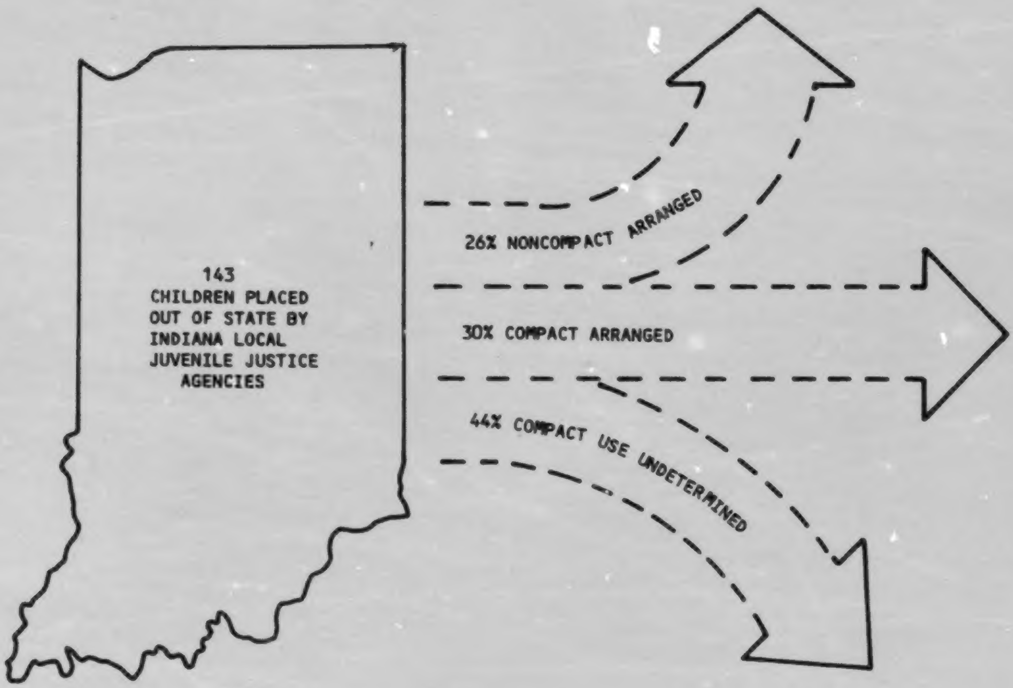

7
CHILDREN PLACED
OUT OF STATE BY
INDIANA LOCAL
EDUCATION AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

FIGURE 15-6. INDIANA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978


143
CHILDREN PLACED
OUT OF STATE BY
INDIANA LOCAL
JUVENILE JUSTICE
AGENCIES
26% NONCOMPACT ARRANGED
30% COMPACT ARRANGED
44% COMPACT USE UNDETERMINED

The Indiana state agencies were also asked to report upon the use of interstate compacts for the placement of children. Table 15-14 shows that the state child welfare agency was unable to provide this information, while the state education agency reported no compact use by the local school districts, confirming the local agency reports. In contrast, the state juvenile justice agency reported only five children (or three percent) of the 148 state and locally arranged placements being processed through a compact, when the local agencies had reported at least 30 percent of their placements had been arranged in this manner (see Table 15-13).

TABLE 15-14. INDIANA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice
Total Number of State and Local Agency-Arranged Placements	*a	7	148
Total Number of Compact-Arranged Placements Reported by State Agencies	*	0	5
Percentage of Compact-Arranged Placements	*	0	3

* denotes Not Available.

a. The state child welfare agency could not report the number of state-arranged out-of-state placements. The local child welfare agencies, however, reported 188 placements.

E. The Out-of-State Placement Practices of State Agencies

Table 15-15 illustrates the ability of Indiana state agencies to report their involvement in arranging out-of-state placements. The only state agency that did not report complete information concerning its involvement with out-of-state placements was the Department of Public Welfare. The DPW did, however, indicate that the agency did not arrange and fund any out-of-state placements for children. Unfortunately, the DPW did not report the number of placements which agency officials helped arrange, nor those which were locally arranged and funded and reported to the DPW. Consequently, it is impossible to assess the DPW's involvement with out-of-state placements as well as the agency's overall knowledge of locally arranged placements.

In contrast, the state agencies responsible for education, juvenile justice, and mental health and mental retardation reported complete information on their involvement with out-of-state placements. The DPI was involved in the funding of seven placements which were locally arranged. The Indiana Youth Authority was only involved in arranging five such placements which simply related to the transfer of parole supervision for juveniles in aftercare. It did not report any locally arranged placements, however. Finally, the DMH was not involved in arranging any out-of-state placements, which is consistent with funding restrictions described in section III.

TABLE 15-15. INDIANA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	0	0	0	0
Locally Arranged but State Funded	0	7	0	--
Court Ordered, but State Arranged and Funded	0	0	0	0
Subtotal: Placements Involving State Funding	0	7	0	0
Locally Arranged and Funded, and Reported to State	*	0	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	0
Other	*	0	5[b]	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	*	7	5	0

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

b. These placements involved the transfer of parole supervision through the Interstate Compact on Juveniles.

Destinations of children placed out of state were only reported by the Department of Public Instruction. Table 15-16 lists the states and number of placements made to them by local school districts with the state agency's approval. Single placements were made to the contiguous states of Illinois and Kentucky, and to nearby Wisconsin. More distant placements were made to Kansas, North Dakota, Pennsylvania, and Rhode Island.

TABLE 15-16. INDIANA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
Illinois		1	
Kansas		1	
Kentucky		1	
North Dakota		1	
Pennsylvania		1	
Rhode Island		1	
Wisconsin		1	
Placements for Which Destinations Could Not be Reported by State Agencies	All	0	All
Total Number of Placements	*	7	5

* denotes Not Available.

The state education and juvenile justice agencies reported the conditions and statuses of the children placed out of state in 1978. This information is displayed in Table 15-17 and strongly reflects the traditional clients served by these agencies. The DPI reported physically and multiply handicapped (in Other) children being sent out of state and DOC identified their placements as delinquent youth.

TABLE 15-17. INDIANA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]	
	Education	Juvenile Justice
Physically Handicapped	X	0
Mentally Handicapped	0	0
Developmentally Disabled	0	0
Unruly/Disruptive	0	0
Truants	0	0
Juvenile Delinquents	0	X
Emotionally Disturbed	0	0
Pregnant	0	0
Drug/Alcohol Problems	0	0
Battered, Abandoned, or Neglected	0	0

TABLE 15-17. (Continued)

Types of Conditions	Agency Type[a]	
	Education	Juvenile Justice
Adopted Children	0	0
Foster Children	0	0
Other	X	0

a. X indicates conditions reported.

The DPI also reported that the most frequently used setting for out-of-state placement was residential treatment or child care facilities. Relatives' homes in other states were most often used for DOC-arranged placements.

State agencies were also asked to report upon the amount and sources of expenditures associated with out-of-state placements. Only the state education agency could report public expenditures, which amounted to an estimated $7,550 in local funds.

F. State Agencies' Knowledge of Out-of-State Placements

As a final review, Table 15-18 offers the incidence of out-of-state placements reported by Indiana public agencies and the number of children placed out of state of which the state agencies had knowledge. Again, the state child welfare agency did not have this information available at the time of the survey. Both the state education and mental health and mental retardation agencies were able to report on all the 1978 placement activity of their own and, in the case of education, also of local agencies.

The state juvenile justice agency, as discussed in Table 15-15, only reported state-arranged placements, noting that no locally arranged placements were known to the state. It should be recalled that the local agency survey identified 143 out-of-state placements.

TABLE 15-18. INDIANA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*a	7	148	0
Total Number of Placements Known to State Agencies	*	7	5	0
Percentage of Placements Known to State Agencies	*	100	3	100

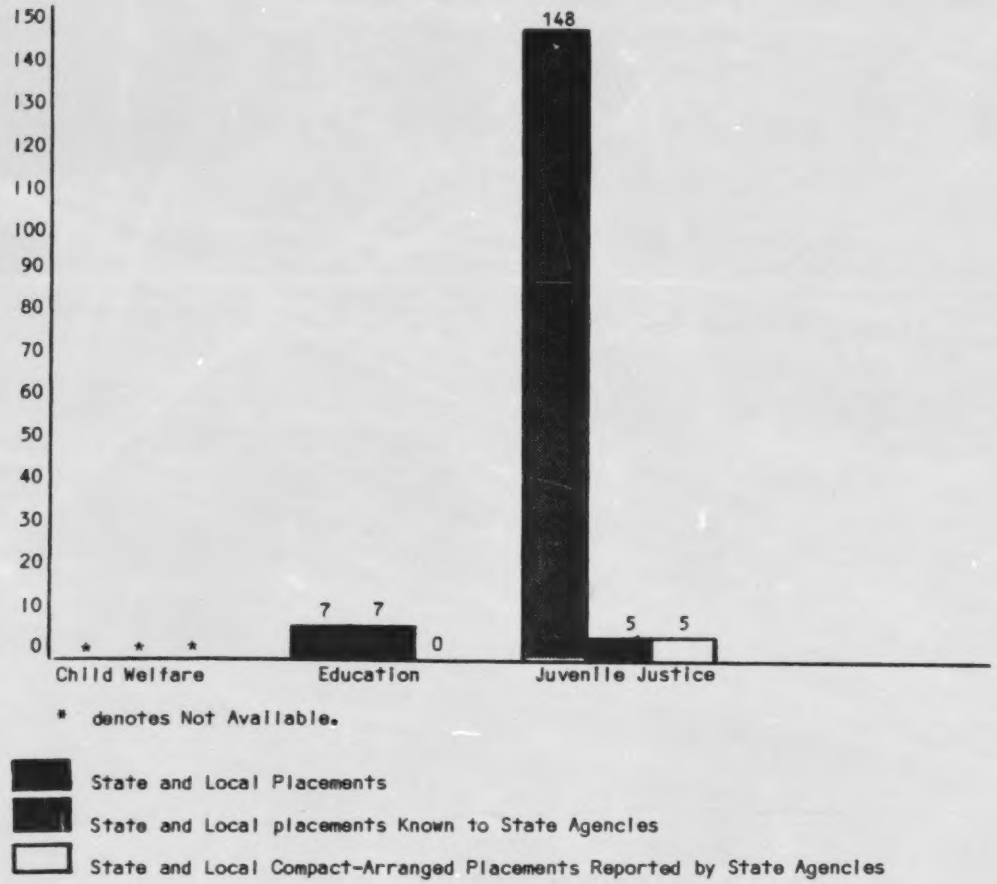
* denotes Not Available.

a. The state child welfare agency could not report the number of state-arranged out-of-state placements. The local child welfare agencies, however, reported 188 placements.

Figure 15-7 illustrates Indiana state agencies' knowledge of out-of-state placement activity in 1978 and, equally as important, their knowledge of interstate compact use. This information was not available for child welfare, but the Youth Authority, which administers the Interstate Compact on Juveniles, did report its own out-of-state placements and compact use. It did not report any local agency involvement in placement, however, and did not provide any information about local juvenile justice agencies' use of the compact.

The state education agency accurately reported local school districts' 1978 out-of-state placements and their nonutilization of any compacts.

FIGURE 15-7. INDIANA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



* denotes Not Available.

V. CONCLUDING REMARKS

Upon review of the information obtained from the survey of Indiana state and local public agencies, several conclusions can be made about the agencies' out-of-state placement practices. The most pertinent of these conclusions follow.

- Although the Department of Public Welfare has service responsibility for numerous children, out-of-state placement information was not available from this agency at the time of the survey request.
- Out-of-state placement is primarily a local governmental agency activity in Indiana, heavily concentrated in the urban centers of the state.
- Local school districts have complied with the placement approval requirement of the DPI as statutorially defined. The ten percent sample of school districts completely verified the school district placement practices reported by the DPI.
- Local Indiana child welfare agencies reported placing children in every region of the United States, with a wide variety of conditions.
- An examination of compact utilization for placements arranged by local public agencies determined that a significant number of children were placed out of state without the use of a compact. A lack of compact use was particularly prevalent among school districts and local juvenile justice agencies which arranged less than five out-of-state placements.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Indiana in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN IOWA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Kathy Skinner, Consultant, Division of Special Education, Department of Public Instruction; Jane McMonigle, Interstate Compact Deputy Administrator, Division of Community Programs, Department of Social Services; Eva Parsons, former Assistant to the Compact Administrator, Division of Mental Health Resources, Department of Social Services; Bernita Jacobson, Institutional Liaison, Department of Social Services; and Chris Perkins, Administrative Assistant to the Bureau Chief, Bureau of Children Services, Department of Social Services.

II. METHODOLOGY

Information was systematically gathered about Iowa from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Iowa appears below in Table 16-1.

TABLE 16-1. IOWA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DSS officials	Telephone Interview Mailed Survey: DPI officials	Telephone Interview Mailed Survey: DSS officials	Telephone Interview Mailed Survey: DSS officials
Local Agencies	Not Applicable (State Offices)	Telephone Survey: All supervisory units responsible for special education programs in the 449 local school distrits	Telephone Survey: All 35 local probation departments	Not Applicable (State Offices)

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Iowa has the 23rd largest land area (55,941 square miles) and is the 25th most populated state (2,860,686) in the United States. It has 27 cities with populations over 10,000 and 13 cities with populations over 30,000. Des Moines, the capital, is the most populated city in the state with an estimated population of 194,000. It has 99 counties. The estimated 1978 youth population of persons eight to 17 years old was 513,515.

Iowa has seven Standard Metropolitan Statistical Areas (SMSAs). Three of the SMSAs include a portion of two contiguous states, Illinois and Nebraska. Other contiguous states are Missouri, South Dakota, Minnesota, and Wisconsin.

Iowa was ranked 24th nationally in total state and local per capita expenditures, 18th in per capita expenditures for education, and 25th in per capita expenditures for welfare.[1]

B. Child Welfare

Children and youth programs, including corrections, are administered throughout Iowa's 99 counties by the Department of Social Services' (DSS) Division of Community Programs (DCP). The DSS is divided into 16 district offices for administrative purposes and each county has at least one social service office. The DCP is responsible for providing protective services, foster care, day care, adoptions, institutional services, alternative out-of-home placements, and other programs for children.

The social service offices reportedly can place children out of state. However, they must seek approval for an out-of-state home or facility placement through the district and state levels of the DSS. Reportedly, out-of-state placements are made pursuant to the provisions of the Interstate Compact on the Placement of Chilren (ICPC). Iowa has been a member of the compact since 1967.

C. Education

Iowa's Department of Public Instruction (DPI) has the major responsibility for its educational system. Within DPI is the Division of Special Education, which is directly involved with the placement of children in other states. This division is divided into 16 Area Education Agencies (AEA) responsible for Iowa's 449 local school districts. These school districts offer special education services as well as the normal K-12 curriculum.

The restrictions school districts are subject to for placing children in other states are to provide evidence that the state does not have the necessary services and facilities available and to assure that these out-of-state placements are approved for quality by local special education directors, AEA directors, and the Department of Public Instruction.

The standard per pupil cost plus the assigned "weighted enrollment factor" from a local school district budget is the maximum a school district can pay towards out-of-state tuition, leaving the Department of Social Services, in cooperation with the Department of Public Instruction's AEA, to pay the remaining sum.

D. Juvenile Justice

The Department of Social Services (DSS), Bureau of Children Services (BCS), is responsible for juvenile justice services in Iowa. Adjudicated children in need of assistance and adjudicated delinquents may be referred to the BCS for placement or may be committed by a juvenile court to one of the bureau's juvenile institutions. The BCS operates one training school for boys and another which is coeducational. Youth service workers are assigned in the department's 16 district offices to provide aftercare services for youth on parole.

Matters involving delinquency and dependency and neglected children are adjudicated in Iowa by the eight district courts sitting in each of the 99 counties. Each district court has its own juvenile court division and probation department. Juvenile court judges are appointed by the district court and may be either a full district judge, an assistant judge, or a magistrate. Juvenile court referees are also appointed in some districts. The referees hear cases and render opinions but make no finding of fact. Their findings and opinions are officially reviewed by a judge or magistrate who makes the final disposition in the case. Probation officers are also selected and supervised by the district courts. They provide intake services and undertake social evaluations. The evaluations are often used by the county attorney to determine if the child will be designated a CINS (Children in Need of Supervision) or delinquent. In the more rural areas of the state, the district juvenile court and probation office will likely serve a multicounty jurisdiction. Counties served would in these instances share court costs.

Iowa has been a member of the Interstate Compact on Juveniles (ICJ) since 1961. It was reported that county probation offices place children with relatives or make other "no-cost" placements without reporting to the juvenile compact office.

E. Mental Health and Mental Retardation

Mental health and mental retardation services are both rendered through the Department of Social Services' (DSS) Division of Mental Health Resources (DMHR). The DMHR, operating under the Interstate Compact on Mental Health (ICMH), supervises residential facilities and aids in the transfer of children to public out-of-state facilities. Iowa has been a member of the compact since 1962.

It has been reported that community mental health and mental retardation services are purchased by the counties from private providers and are supported with 70 percent property tax monies. Placements made through those centers are sometimes not reported to the DMHR.

F. Recent Developments

Iowa has a very broad policy concerning the types of placements eligible for compact intervention. Specifically, the Interstate Compact on the Placement of Children and the Interstate Compact on Juveniles are administered to include placements in private psychiatric facilities and educational facilities.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The following discussion and presentation of data includes the findings from the survey of state and local public agencies in Iowa. The data is presented in such a manner that it addresses the major issues and questions relating to out-of-state placement practices.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 16-2 introduces an overview of the state and local agencies' practices. Child welfare and juvenile justice agency types have been included under one heading because youth services in Iowa are administered through one state agency, the Department of Social Services.

DSS, as well as the local school districts and juvenile justice agencies, were the only public agencies involved in out-of-state practices in 1978. The local juvenile justice agencies reported the highest number of out-of-state placements when compared to the other public agencies. It should be mentioned that the numbers reported may be an overrepresentation because some placements involve more than one agency and therefore have been reported more than once. See Table 16-6 for information concerning the extent to which cooperative placements are arranged by Iowa public agencies.

TABLE 16-2. IOWA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type			
	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation	Total
State Agency Placements[a]	74	0	0	74
Local Agency Placements	111[b]	47	—	158
Total	185	47	0	232

-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 16-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. Only local juvenile justice agency placements are represented in this figure; child welfare services are solely the responsibility of state government in Iowa.

Table 16-3 provides data on the number of out-of-state placements arranged by Iowa local school districts in their respective county, and local juvenile probation departments by county of jurisdiction. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all within them. Local agencies in counties with juvenile populations over 10,000 usually reported some out-of-state placement activity. In particular, Polk County (Des Moines), Iowa's largest county, had an estimated 41 children placed out of state by either the local school districts or the local juvenile justice agency; this is the highest number of placements reported for a single county.

In two smaller counties, Jackson and Marshall, with juvenile populations under 10,000, the two juvenile justice agencies reported a substantially larger number of placements in 1978 than other counties of their size. It should be noted that Jackson County is on the Iowa border shared with Illinois.

TABLE 16-3. IOWA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Adair	1,607	0	—
Adams	927	0	—
Allamakee	2,916	1	—
Appanoose	2,444	0	—
Audubon	1,688	0	—
Benton	4,715	0	—
Black Hawk	24,766	6	—
Boone	4,303	0	—
Bremer	4,101	0	—
Buchanan	4,711	1	—
Buena Vista	3,303	0	—
Butler	3,154	0	—
Calhoun	2,235	0	—
Carroll	4,927	0	—
Cass	3,026	0	—
Cedar	3,147	0	0
Cerro Gordo	7,823	0	—
Cherokee	3,111	0	—
Chickasaw	3,219	0	—
Clarke	1,346	0	—
Clay	3,184	0	—
Clayton	4,025	0	—
Clinton	10,651	3	2
Crawford	3,642	0	—
Dallas	5,173	0	—
Davis	1,447	0	—
Decatur	1,347	0	—
Delaware	4,321	0	—
Des Moines	7,989	4	—
Dickinson	2,335	2	—
Dubuque	19,804	4	—
Emmet	2,323	0	—
Fayette	4,984	0	—
Floyd	3,639	0	—
Franklin	2,224	0	—
Fremont	1,414	1	—
Greene	2,141	0	—
Grundy	2,479	0	—
Guthrie	2,067	0	—
Hamilton	3,040	0	—
Hancock	2,378	0	—
Hardin	3,470	0	—
Harrison	2,904	0	—
Henry	2,804	0	—
Howard	2,221	1	—
Humboldt	2,324	0	—
Ida	1,594	0	—
Iowa	2,864	0	—
Jackson	4,462	0	8
Jasper	6,472	0	1

TABLE 16-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Jefferson	2,338	0	—
Johnson	10,928	0	5 est
Jones	3,675	0	—
Keokuk	2,434	0	—
Kossuth	4,612	0	—
Lee	7,171	2	—
Linn	30,857	0	—
Louisa	2,042	0	—
Lucas	1,682	0	—
Lyon	2,614	0	—
Madison	2,203	0	—
Mahaska	3,258	0	0
Marion	4,423	0	—
Marshall	7,433	0	9 est
Mills	2,184	0	—
Mitchell	2,586	0	—
Monona	2,057	0	—
Monroe	1,554	0	—
Montgomery	2,039	0	—
Muscatine	7,310	0	0
O'Brien	3,165	0	—
Osceola	1,512	0	—
Page	2,750	1	—
Palo Alto	2,476	0	—
Plymouth	4,612	0	—
Pocahontas	2,222	0	—
Polk	51,504	3	38 est
Pottawattamie	17,083	2	3
Poweshiek	3,218	0	0
Ringgold	859	0	—
Sac	2,611	0	—
Scott	29,675	13	0
Shelby	3,195	0	—
Sioux	5,409	0	—
Story	9,347	0	0
Tama	3,550	0	—
Taylor	1,253	0	—
Union	2,225	0	—
Van Buren	1,487	0	—
Wapello	6,573	0	2
Warren	6,179	0	—
Washington	3,490	0	—
Wayne	1,161	0	—
Webster	8,556	1	0
Winnebago	2,139	0	—
Winneshiek	3,966	1	—
Woodbury	18,330	0	12
Worth	1,498	0	—
Wright	2,819	1	—

TABLE 16-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Multicounty Jurisdictions			
Black Hawk, Buchanan, Grundy		—	6
Linn, Jones, Iowa, Tama, Benton		—	10
Des Moines, Louisa		—	4
Winnebago, Worth, Mitchell, Hancock		—	1
Adair, Madison, Marion, Warren		—	0
Mills, Montgomery, Page, Fremont		—	0
Hardin, Wright, Hamilton, Boone		—	0
Ida, Crawford, Monona		—	0
Guthrie, Dallas		—	0
Harrison, Shelby, Audubon, Cass		—	0
Cherokee, Lyon, O'Brien Osceola, Plymouth, Sioux		—	0
Adams, Taylor, Union, Ringgold, Clarke, Decatur, Lucas, Wayne		—	3
Buena Vista, Clay, Dickinson Emmet, Kossuth, Palo Alto		—	0
Dubuque, Delaware		—	4
Howard, Chickasaw, Winneshiek, Allamakee, Fayette, Clayton		—	3
Lee, Henry		—	0
Washington, Keokuk		—	0
Appanoose, Davis, Van Buren, Monroe		—	0
Pocahontas, Humboldt, Calhoun, Carroll, Greene, Sac		—	0
Total Number of Placements Arranged (Total may include duplicated count)		47	111 est
Total Number of Local Agencies Reporting		449	35

--- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

Information about the involvement of local public agencies in out-of-state placements is indicated in Table 16-4. All agencies participated in the survey, which included 449 school districts and 35 local juvenile justice agencies. It is immediately clear that over 95 percent of the 449 local school districts did not place children out of Iowa in 1978. Over one-half of the local juvenile justice agencies did not place children out of state.

TABLE 16-4. IOWA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type Education	 Juvenile Justice
Agencies Which Reported Out-of-State Placements	20	16
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	0
Agencies Which Did Not Place Out of State	429	19
Agencies Which Did Not Participate in the Survey	0	0
Total Local Agencies	449	35

TABLE 16-5. IOWA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s) Education	 Juvenile Justice
Lacked Statutory Authority	0	1
Restricted[b]	0	0
Lacked Funds	0	6
Sufficient Services Available in State	429	17
Other[c]	0	2
Number of Agencies Reporting No Out-of-State Placements	429	19
Total Number of Agencies Represented in Survey	449	35

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive to family visitations because of distance.

Local Iowa agencies reporting no involvement with out-of-state placements in 1978 were asked to give reasons for not arranging such placements. Table 16-5 reflects these responses and shows the singular mention by all nonplacing school districts of the sufficient availability of needed services within Iowa. This was also the most common response given by juvenile justice agencies which did not place out of state. Six of these agencies mentioned a lack of funds prohibiting such placements.

The extent of interagency cooperation in arranging placements, an issue discussed earlier, is represented in Table 16-6. A higher percentage of interagency cooperation occurred among the local school districts arranging out-of-state placements, with three-fourths of the placing districts reporting cooperation occurred in arranging 62 percent of their placements. In comparison, 44 percent of the juvenile justice agencies arranging placements out of Iowa reported cooperating with other agencies. This cooperation only occurred for one-third of the placements arranged by these agencies.

TABLE 16-6. IOWA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Education		Juvenile Justice	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	20	4	16	46
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	15	75	7	44
Number of CHILDREN Placed Out of State	47	100	111	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	29	62	36	32

a. See Table 16-4.

Table 16-7 focuses attention on the types of children being placed out of state by the local public agencies. A diversity of children were placed by the local school districts and juvenile justice agencies. The most frequently mentioned condition experienced by a child placed out of state by local school districts was special education needs, followed closely by mentally retarded or developmentally disabled children. Also mentioned by a larger number of education agencies were children with multiple handicaps, unruly/disruptive children, mentally ill/emotionally disturbed youth, and the physically handicapped, in that order of frequency. These agencies also mentioned placing juvenile delinquent youth more than once.

A slightly different group of conditions was mentioned by local Iowa juvenile justice agencies to describe the children they had placed out of state. Juvenile delinquents were the most frequently mentioned status, followed by unruly/disruptive children, both conditions considered to be in the service arena of these agencies. One-half of these agencies reported children with special education needs and mentally ill/emotionally disturbed youth as being placed out of state. Next most commonly mentioned were children who had been truant and those with drug/alcohol problems.

TABLE 16-7. IOWA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Physically Handicapped	10	0
Mentally Retarded or Developmentally Disabled	17	4
Unruly/Disruptive	13	12
Truant	0	7
Juvenile Delinquent	4	15
Mentally Ill/Emotionally Disturbed	11	8
Pregnant	0	2
Drug/Alcohol Problems	1	7
Battered, Abandoned, or Neglected	0	2
Adopted	1	2
Special Education Needs	18	8
Multiple Handicaps	14	2
Others	0	0
Number of Agencies Reporting	20	16

a. Agencies reported more than one type of condition, if applicable.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Iowa's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Iowa agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 16-1. The one Phase II school district, or five percent of the local education agencies which reported placing children, helped to arrange the out-of-state placement of 26 percent of the 47 children education agencies reported to be sent out of Iowa in 1978. Forty-four percent of the placing local juvenile justice agencies were Phase II agencies and they reported placing 88 children, or 79 percent of the total number placed out of state by this local agency type. Therefore, the detailed information to be reported on the practices of these juvenile justice Phase II agencies is descriptive of the majority of out-of-state placements arranged by local Iowa juvenile justice agencies in 1978.

FIGURE 16-1. IOWA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Education	Juvenile Justice
Number of AGENCIES	449	35
Number of AGENCIES reporting Out-of-State Placements in 1978	20	16
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	1	7
Number of CHILDREN Placed Out of State in 1978	47	111
Number of CHILDREN Placed by Phase II Agencies	12	88
Percentage of Reported Placements in Phase II	26	79

These above-mentioned Phase II agencies are predominantly located in one area of Iowa, as seen in Figure 16-2. The single Phase II school district is located in the eastern border county of Scott, contiguous to Illinois and within the SMSA which includes portions of both states. Twelve of the Phase II juvenile justice agencies serve counties located in the east-central part of Iowa, including the two SMSA counties of Linn and Black Hawk. The one western juvenile justice Phase II county, Woodbury, is also in the Sioux City SMSA.

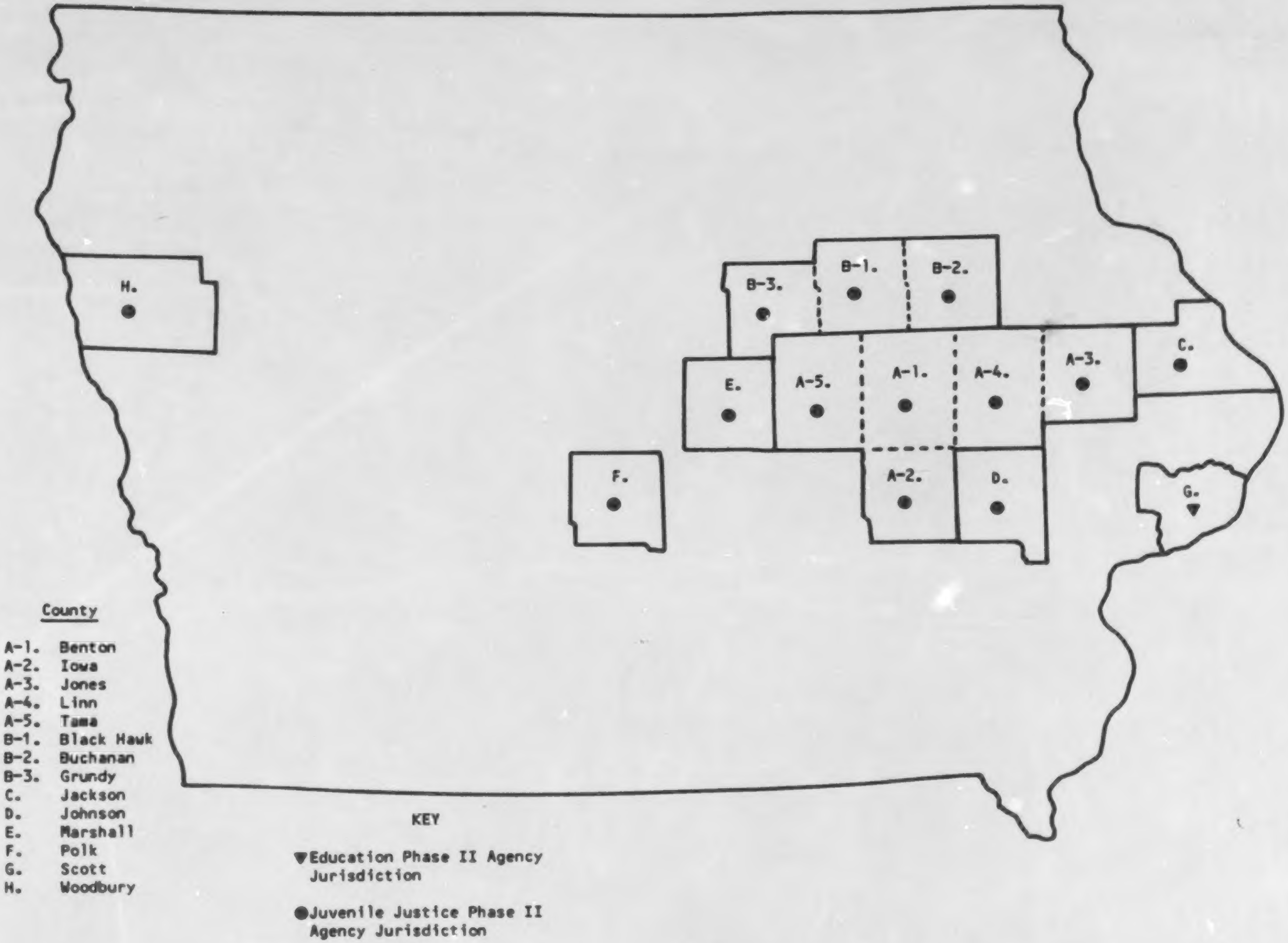


FIGURE 16-2. IOWA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES

County	
A-1.	Benton
A-2.	Iowa
A-3.	Jones
A-4.	Linn
A-5.	Tama
B-1.	Black Hawk
B-2.	Buchanan
B-3.	Grundy
C.	Jackson
D.	Johnson
E.	Marshall
F.	Polk
G.	Scott
H.	Woodbury

KEY

▼ Education Phase II Agency Jurisdiction

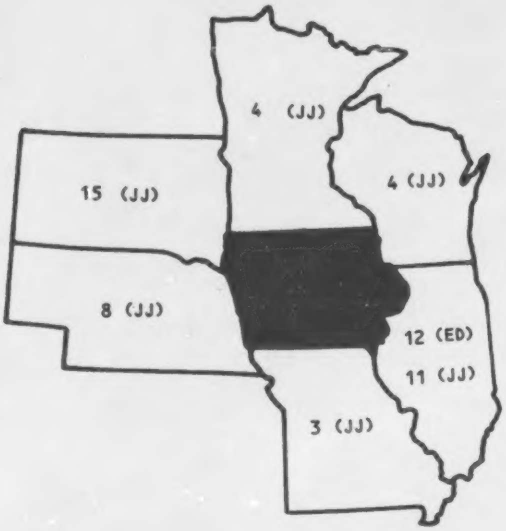
● Juvenile Justice Phase II Agency Jurisdiction

Local Iowa Phase II agencies were asked to report the destinations of these placements. Table 16-8 shows that the one reporting school district placed all 12 children whose placements it arranged into the contiguous state of Illinois. The use of Iowa's border states for the placement of children is prevalent among the local reporting juvenile justice agencies as well. As reflected in Figure 16-3, 52 percent of the juvenile justice placements which were reported were made to the contiguous states of South Dakota, Illinois, Nebraska, Minnesota, Wisconsin, and Missouri, in that order of prevalence. South Dakota received the largest number of juvenile justice placements of the 20 states named as destinations, followed by California.

TABLE 16-8. IOWA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Education	Juvenile Justice
Arizona	0	2
Arkansas	0	1
California	0	14
Colorado	0	2
Florida	0	1
Illinois	12	11
Indiana	0	2
Kansas	0	3
Minnesota	0	4
Missouri	0	3
Montana	0	1
Nebraska	0	8
Nevada	0	1
Oregon	0	1
South Dakota	0	15
Texas	0	6
Utah	0	4
Washington	0	2
West Virginia	0	1
Wisconsin	0	4
Placements for Which Destinations Could Not be Reported by Phase II Agencies	0	2
Total Number of Phase II Agencies	1	7
Total Number of Children Placed by Phase II Agencies	12	88

FIGURE 16-3. IOWA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO IOWA BY LOCAL PHASE II AGENCIES



a. Local Phase II education agency reported destinations for 12 children. Local Phase II juvenile justice agencies reported destinations for 86 children.

Phase II agencies were asked to report their reasons for arranging placements out of state. These responses are reported in Table 16-9 and show no single response was predominant for the one local school district, instead selecting five different reasons offered.

The responding juvenile justice agencies paralleled these five selections, plus giving two others. Most often mentioned was the juvenile justice agencies' previous success with a program out of state and the decision to place a child with a relative outside of Iowa. Similar to the education agency, the juvenile justice agencies also mentioned that Iowa lacked comparable services to those selected out of state. These agencies also repeated the education report of selecting an out-of-state facility which was closer to the child's home than one within Iowa. It should be recalled from the discussion of Figure 16-3 that Iowa's border states were predominantly used for placements.

TABLE 16-9. IOWA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	1	2
Previous Success with Receiving Facility	1	6
Sending State Lacked Comparable Services	1	5
Standard Procedure to Place Certain Children Out of State	0	0
Children Failed to Adapt to In-State Facilities	1	2
Alternative to In-State Public Institutionalization	1	2
To Live With Relatives (Non-Parental)	0	6
Other	0	1
Number of Phase II Agencies Reporting	1	7

a. Some agencies reported more than one reason for placement.

The most frequently used placement setting within the destination states was requested from these same reporting agencies and is reported in Table 16-10. The local education agency used a residential treatment/child care facility most often for its out-of-state placements. Seventy-one percent of the juvenile justice agencies tend to use out-of-state relatives' homes for placement, while the remaining two agencies preferred residential treatment/child care facilities.

TABLE 16-10. IOWA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Residential Treatment/Child Care Facility	1	2
Psychiatric Hospital	0	0
Boarding/Military School	0	0
Foster Home	0	0
Group Home	0	0
Relative's Home (Non-Parental)	0	5
Adoptive Home	0	0
Others	0	0
Number of Phase II Agencies Reporting	1	7

Table 16-11 provides information on the monitoring practices reported by those local Iowa agencies arranging five or more placements out of state. The local education agency monitored placement progress by means of quarterly on-site visits, annual written reports, and occasional telephone calls. The seven juvenile justice agencies most often monitor their placements on a quarterly basis, either through written progress reports, telephone calls, or some other means. Progress reports and on-site visits were also mentioned to occur on some other basis.

TABLE 16-11. IOWA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Education	Juvenile Justice
Written Progress Reports	Quarterly	0	4
	Semiannually	0	1
	Annually	1	0
	Other[b]	0	1
On-Site Visits	Quarterly	1	0
	Semiannually	0	2
	Annually	0	0
	Other[b]	0	2
Telephone Calls	Quarterly	0	2
	Semiannually	0	0
	Annually	0	0
	Other[b]	1	3
Other	Quarterly	0	2
	Semiannually	0	0
	Annually	0	0
	Other[b]	0	0
Total Number of Phase II Agencies Reporting		1	7

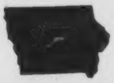
a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Local public agencies which placed five or more children out of state were asked to report their expenditures for such placements. The local school district reported that no local dollars were spent, while five juvenile justice agencies reported a total of $300,000 in local funds spent in arranging out-of-state placements.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to a study about the out-of-state placement of children concerns the extent to which interstate compacts are utilized to arrange such placements. Table 16-12 reports overall findings about the use of compacts in 1978 by local Iowa agencies which arranged out-of-state placements. Information is given to facilitate a comparison of compact utilization across agency types and between agencies with four or less and five or more placements (Phase II). In addition, the specific type of compact which was used by Phase II agencies is reported in Table 16-12.



Consideration of compact utilization by local education and juvenile justice agencies finds that, in total, 28 out of 36 agencies reported not using a compact to arrange any out-of-state placements. In fact, none of the local school districts reported compact use in 1978. Of course, this finding should be expected if these agencies placed children in facilities which were primarily educational in nature. Such placements are not under the purview of any compact.

However, eight local juvenile justice agencies in Iowa reported using an interstate compact in the arrangement of out-of-state placements. These agencies make up one-half of the juvenile justice agencies which placed out of state in 1978 and include six Phase II agencies. The Interstate Compact on the Placement of Children was utilized by one of these Phase II agencies while the remaining five placed children with the use of the Interstate Compact on Juveniles.

TABLE 16-12. IOWA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Local Agencies Which Placed Children Out of State	Number of AGENCIES	
	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	19	9
• Number Using Compacts	0	2
• Number Not Using Compacts	19	7
• Number with Compact Use Unknown	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	1	7
• Number Using Compacts	0	6
Interstate Compact on the Placement of Children		
Yes	0	1
No	1	6
Don't Know	0	0
Interstate Compact on Juveniles		
Yes	0	5
No	1	2
Don't Know	0	0
Interstate Compact on Mental Health		
Yes	0	0
No	1	7
Don't Know	0	0
• Number Not Using Compacts	1	1
• Number with Compact Use Unknown	0	0
TOTALS		
Number of AGENCIES Placing Children Out of State	20	16
Number of AGENCIES Using Compacts	0	8
Number of AGENCIES Not Using Compacts	20	8
Number of AGENCIES with Compact Use Unknown	0	0

Table 16-13 provides additional information about the utilization of interstate compacts by Iowa local agencies. This table is organized similar to Table 16-12, but reports findings about the number of children who were or were not placed out of Iowa with a compact. In total, 103 children were reported placed in other states without a compact. However, 47 children, all out-of-state placements reported by the local school districts, may not have been subject to the purview of a compact if they were placed in a setting totally educational in nature.

Of the 111 children placed out-of-state in 1978 by local juvenile justice agencies, about one-half were arranged through a compact. The six Phase II agencies which reported using a compact placed 49 children out of Iowa in this manner. The majority of these children (69 percent) went through the Interstate Compact on Juveniles, but 15 children were placed with the use of the Interstate Compact on the Placement of Children.

TABLE 16-13. IOWA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN Education	 Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	35	23
• Number Placed with Compact Use	0	2
• Number Placed without Compact Use	35	17
• Number Placed with Compact Use Unknown[a]	0	4
CHILDREN PLACED BY PHASE II AGENCIES	12	88
• Number Placed with Compact Use	0	49
Number through Interstate Compact on the Placement of Children	0	15
Number through Interstate Compact on Juveniles	0	34
Number through Interstate Compact on Mental Health	0	0
• Number Placed without Compact Use	12	39
• Number Placed with Compact Use Unknown	0	0
TOTALS		
Number of CHILDREN Placed Out of State	47	111
Number of CHILDREN Placed with Compact Use	0	51
Number of CHILDREN Placed without Compact Use	47	56
Number of CHILDREN Placed with Compact Use Unknown	0	4

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

A graphic summarization of these findings about local agency utilization of interstate compacts in Iowa is illustrated in Figures 16-4 and 16-5. These figures illustrate the percentage of placements arranged by agencies of each service type which were compact arranged, noncompact arranged, and undetermined with respect to compact use.

FIGURE 16-4. IOWA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

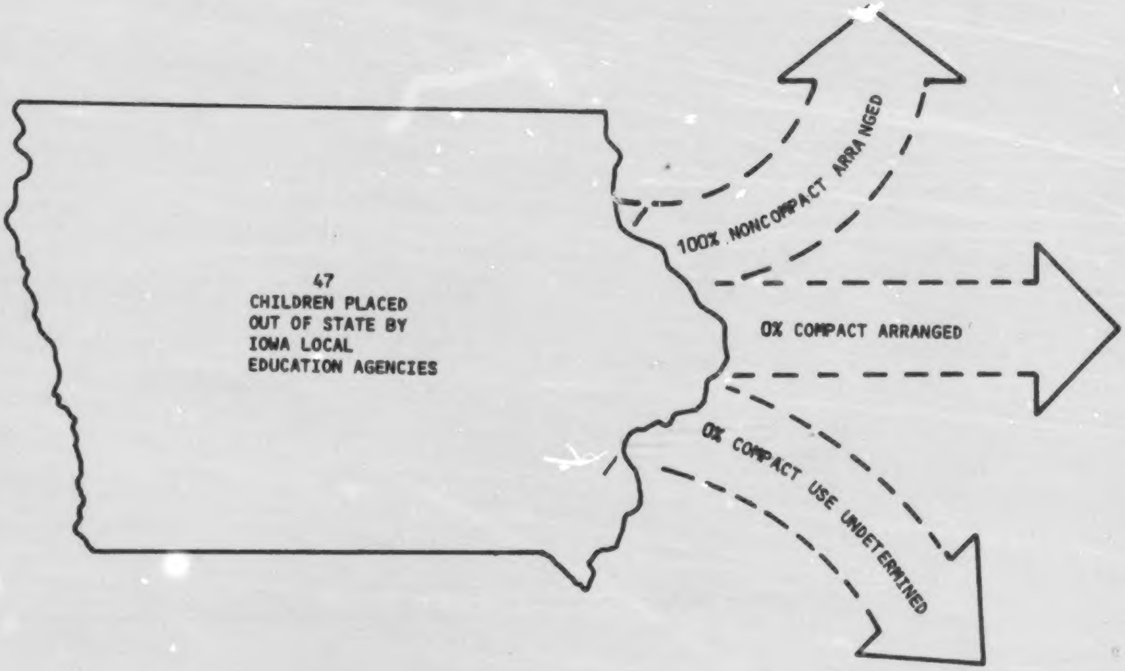
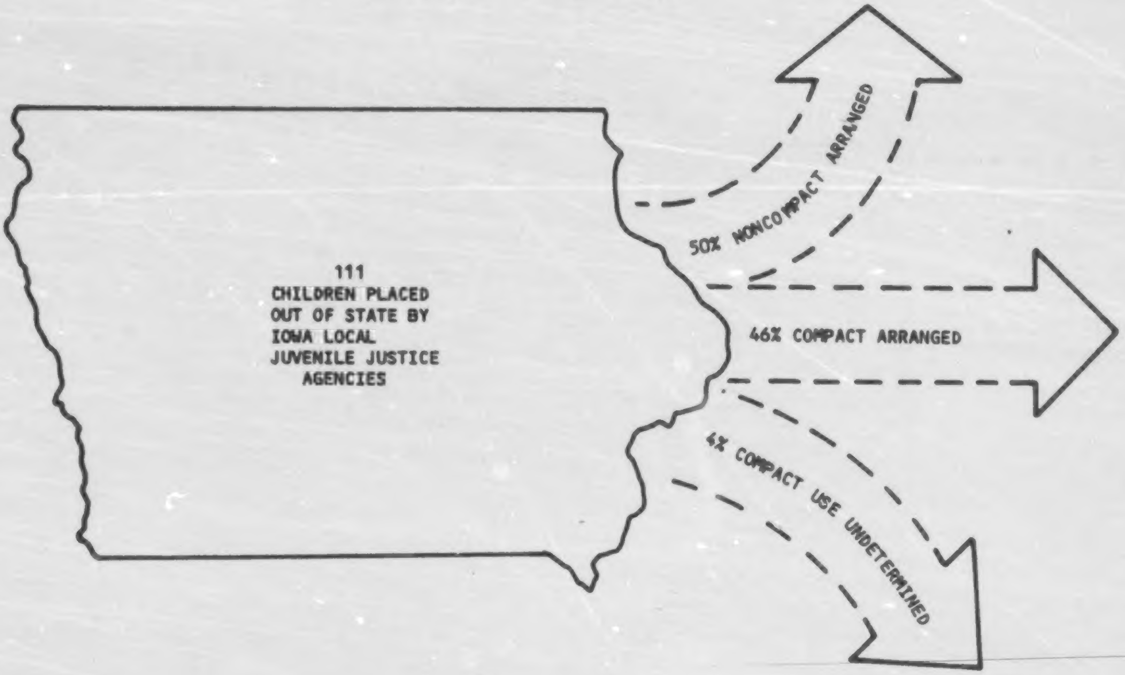

47
CHILDREN PLACED
OUT OF STATE BY
IOWA LOCAL
EDUCATION AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

FIGURE 16-5. IOWA: UTILIZATION OF INTERSTSATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES


111
CHILDREN PLACED
OUT OF STATE BY
IOWA LOCAL
JUVENILE JUSTICE
AGENCIES
50% NONCOMPACT ARRANGED
46% COMPACT ARRANGED
4% COMPACT USE UNDETERMINED

Iowa state agencies were also asked to report upon interstate compact utilization for placements arranged in 1978, which is displayed in Table 16-14. The state agency responsible for both child welfare and juvenile justice services, the Department of Social Services, reported that 74, or 40 percent of the placements identified by the state and local survey, were compact processed. The state education agency could not provide information on compact use.

TABLE 16-14. IOWA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare/ Juvenile Justice	Education
Total Number of State and Local Agency-Arranged Placements	185	47
Total Number of Compact-Arranged Placements Reported by State Agencies	74	*
Percentage of Compact-Arranged Placements	40	*

* denotes Not Available.

E. The Out-of-State Placement Practices of State Agencies

The involvement of Iowa's state agencies in the out-of-state placement of children is presented in Table 16-15. It should be recalled from Table 16-2 that the DSS compact office has responsibility for both child welfare and juvenile justice service types. Therefore, no differentiation is made between the agency types in the following tables. All state agencies were able to report their involvement in arranging out-of-state placements. Sixty placements were reported to be arranged and state funded by DSS and 33 reported education placements were funded by the Department of Public Instruction. This information, in comparison with local agency survey results, shows some discrepancies. DSS did not specifically identify the placements reported to be made by local juvenile justice agencies, instead noting no placements were locally arranged. Also, DPI reported 14 fewer placements than local education agencies were involved in arranging in 1978. The DSS' Division of Mental Health Resources reported no involvement in arranging out-of-state placements in 1978.

TABLE 16-15. IOWA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies		
	Child Welfare/ Juvenile Justice	Education	Mental Health Mental Retardation
State Arranged and Funded	60	0	0
Locally Arranged but State Funded	0	33	--
Court Ordered, but State Arranged and Funded	0	0	0
Subtotal: Placements Involving State Funding	60	33	0
Locally Arranged and Funded, and Reported to State	0	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	0	0	0
Other	10	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	74	33	0

-- denotes Not Applicable.

[a] Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

The two state agencies reporting placements were contacted for information on the destination of children placed out of state in 1978. Only the state education agency could report what states received children from Iowa. South Dakota received 12 children and the remaining placements were distributed in small numbers among nine other states which are given in Table 16-16. Comparing the information provided by the local school district which reported placement destinations, the state education agency only reported three placements to Illinois while the local Phase II school district reported 12 placements.

TABLE 16-16. IOWA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed: Child Welfare/ Juvenile Justice	Number of CHILDREN Placed: Education
Florida		1
Illinois		3
Kansas		1
Massachusetts		2
Minnesota		2
Missouri		3
Nebraska		2
South Dakota		12
Texas		2
Wisconsin		4
Placements for Which Destinations Could Not be Reported by State Agencies	All	1
Total Number of Placements	74	33

Conditions or statuses describing children placed out of Iowa are listed by agency type in Table 16-17. It is not surprising that DSS, the major state provider of child welfare and juvenile justice services, reported a diversity of conditions. The only category provided which was not mentioned was truancy. DPI reported children experiencing physical, mental, and developmental handicaps, as well as unruly/disruptive children.

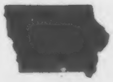


TABLE 16-17. IOWA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a] Child Welfare/ Juvenile Justice	Education
Physically Handicapped	X	X
Mentally Handicapped	X	X
Developmentally Disabled	X	X
Unruly/Disruptive	X	X
Truants	0	0
Juvenile Delinquents	X	X
Emotionally Disturbed	X	X
Pregnant	X	0
Drug/Alcohol Problems	X	0
Battered, Abandoned, or Neglected	X	0
Adopted Children	X	0
Foster Children	X	0
Other	0	X

a. X indicates conditions reported.

The most frequently used out-of-state placement setting for children reported to be out of Iowa by the state child welfare/juvenile justice agency was residential treatment or child care facilities, or relatives' homes. The Department of Public Instruction reported that local education placements they had knowledge of primarily went to residential treatment or child care facilities.

The DSS compact office could not report the amount of public expenditures spent for out-of-state placements. The DPI estimated a total of $198,000 was used from state and local funds for the placements it reported, as shown in Table 16-18.

TABLE 16-18. IOWA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type Child Welfare/ Juvenile Justice	Education
• State	*	$138,600
• Federal	*	0
• Local	*	$ 59,400
• Other	*	0
Total Reported Expenditures	*	$198,000

* denotes Not Available.

F. State Agencies' Knowledge of Out-of-State Placements

Table 16-19 reviews the out-of-state placement involvement of Iowa public agencies and each state agency's knowledge of this placement activity. Again, the DSS lack of knowledge of local juvenile justice agency placements in 1978 is apparent. Also, the underrepresentation by the state education agency of local school districts' placement activity is reflected in the 30 percent difference in placement reporting.

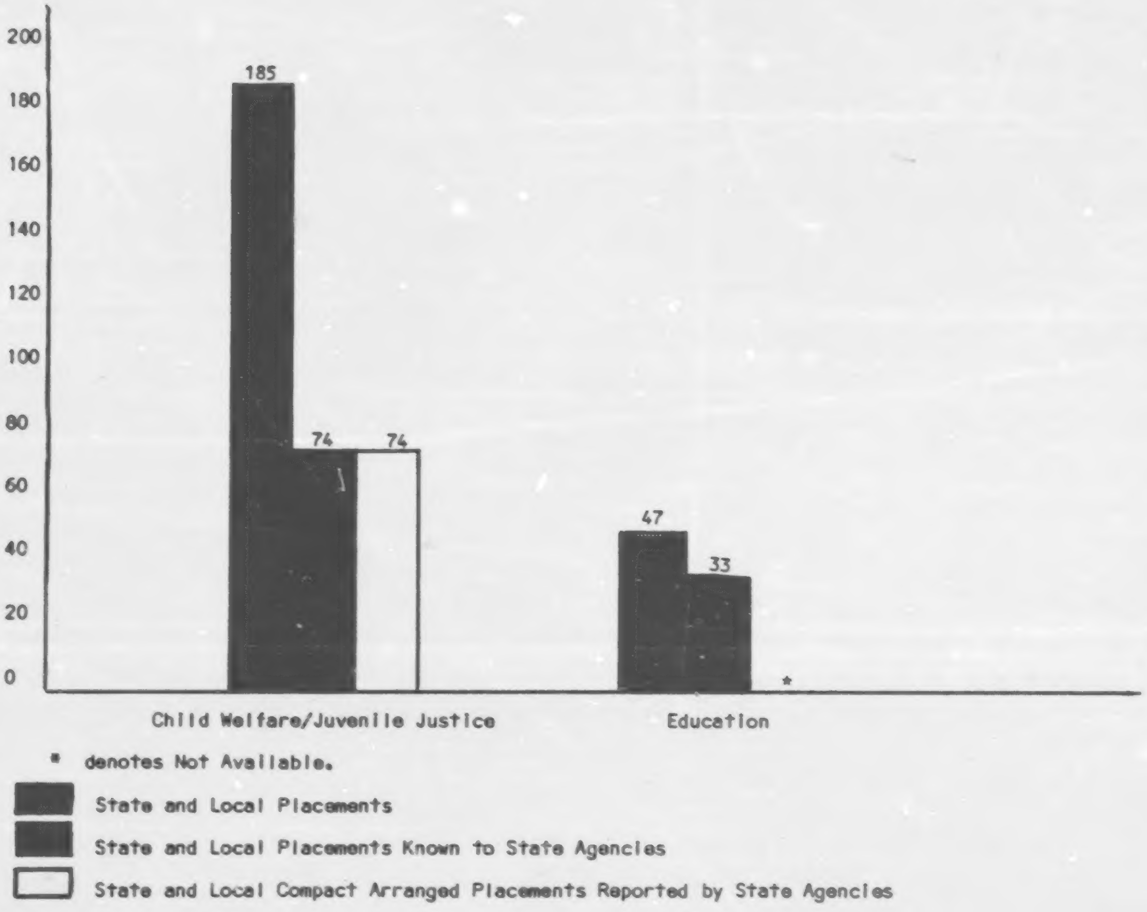
TABLE 16-19. IOWA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	185	47	0
Total Number of Placements Known to State Agencies	74	33	0
Percentage of Placements Known to State Agencies	40	70	100

Figure 16-6 illustrates these discrepancies in Iowa state and local agencies' reports of out-of-state placement incidence. Because of state agencies responsibility for interstate compact administration, their report of 1978 compact utilization is of interest as well. The DSS compact office did not report all of the children determined to have been placed out of state by the local juvenile justice agencies. It is not clear if any of the 174 children reported by the state child welfare and juvenile justice agency to have been processed through a compact were the same children reported by the local agencies to be compact processed in Table 16-13, although the DSS responded to specific placement involvement categories by saying no out-of-state placements it was reporting were arranged by local agencies in Iowa (see Table 16-15).

The difference in the state education agency's report about local school districts' placements and the number of children identified in the survey as being placed out of Iowa by these local agencies is clearly seen in this figure as well.

FIGURE 16-6. IOWA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



V. CONCLUDING REMARKS

Review of the information obtained from the survey of Iowa state and local public agencies leads to several conclusions about the agencies' out-of-state placement practices. Although not exhaustive, the following conclusions seem worth mentioning.

- Considering the fact that the 95 percent of Iowa's school districts reported that they did not place children out of Iowa because sufficient services were available within the state, it is of particular interest to note that those education agencies which did place out of state reported sending children with a variety of conditions or statuses.

- Despite state regulations requiring local school districts to seek state agency approval for out-of-state placements, the DPI did not report the same number of placements as were identified in the local agency survey, implying DPI approval was not consistently obtained by the school districts.

- The DSS office which administers three interstate compacts understandably reported a high level of compact utilization among state and local agencies under its authority. However, local juvenile justice agencies reported at least 50 percent of their arranged placements were not processed through a compact. It would appear a number of placing agencies have not reported placements to this particular DSS office. In fact, one-half of these local agencies reported not having used a compact at all in 1978 for the placements they arranged.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Iowa in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.
Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.
The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN MICHIGAN

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Murray Batten, Director of Special Education, Department of Education; Kay Duncan, Office of Children and Youth Services, Department of Social Services; Marlene Salmon, Interstate Compact Correspondent, Department of Social Services; Cheryl Thelen, Acting Compact Administrator, Department of Mental Health; and Franklin Giampa, Director, Program and Management Division, Department of Mental Health.

II. METHODOLOGY

Information was systematically gathered about Michigan from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Michigan appears below in Table 23-1.

TABLE 23-1. MICHIGAN: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DSS officials	Telephone Interview Mailed Survey: DOE officials	Telephone Interview Mailed Survey: DSS officials	Telephone Interview Mailed Survey: DMH officials
Local Agencies[a]	Not Applicable (State Offices)	Telephone Survey: 10 percent sample of the 576 local school districts to verify state information[b]	Telephone Survey: All 83 probate courts	Telephone Survey: All 55 local community MH/MR boards

a. The telephone survey was conducted by the Ohio Management and Research Group under a subcontract to the Academy.

b. Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

The Academy also conducted an intensive on-site case study of Michigan's interstate placement policies and practices at the state and local levels of government. The findings from that case study are included in a companion volume to this report, The Out-of-State Placement of Children: A Search for Boundaries, Rights, Services.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Michigan has the 22nd largest land area (56,817 square miles) and is the seventh most populated state (9,116,699) in the United States. It has 71 cities with populations over 10,000 and 39 cities with populations over 30,000. Detroit is the most populated city in the state, with a population of 1.3 million people. Lansing, the capital, is the fourth most populated city in the state. It has 83 counties. The 1978 estimated population of persons eight to 17 years old was 1,727,156.

Michigan has 12 Standard Metropolitan Statistical Areas (SMSAs). One of the SMSAs includes a portion of a contiguous state, Ohio. Other contiguous states are Wisconsin and Indiana.

Michigan was ranked 13th nationally in total state and local per capita expenditures, 11th in per capita expenditures for education, and sixth in per capita expenditures for public welfare.[1]

B. Child Welfare

Michigan has a dual system for the provision of social services to youth. The county probate courts provide protective, foster, and adoptive services to children for those court wards for whom they choose to retain service responsibility. The county branches of the Department of Social Services also provide these services to court wards who have been referred for care and supervision as well as to those children who have been made state wards by the probate courts.

Residential services for AFDC-FC eligible state wards are funded by state and federal funds. Residential care costs for youth who are not eligible for AFDC-FC funding are paid for by state and county funds whether they are court wards or state wards. There is a prohibition against spending AFDC-FC funds outside of Michigan, so counties share in the cost of out-of-state placement regardless of the eligibility of a child for federal funding.

Michigan was not a member of the Interstate Compact on the Placement of Children (ICPC) at the time of this study, although the compact had been introduced in the state legislature in 1980.

C. Education

Michigan's Department of Education (DOE) has the major responsibility for its educational system. Michigan's 576 local school districts are organized into 58 intermediate county or multicounty districts to provide specialized programs for handicapped children.

A combination of the state constitution (Article 8, Section 2) and the Department of Education's rules and regulations act to prohibit expenditure of public education revenues for the support of private educational services and, hence, out-of-state placement for education purposes. Public revenues may be used for auxiliary services and, on occasion, children are temporarily placed out of Michigan for special diagnostic procedures. Within the state, the DOE also uses public funds to purchase special habilitative services, such as physical therapy or mental health treatment.

The state education agency monitors the use of public funds by requiring each intermediate school district to file annual financial reports with the department. The intermediate school districts must also monitor and report the number of children in nonpublic schools in their service region.

Concern about other states placing children in Michigan, whose education the state agency then has to finance, has caused some officials in the agency to call for the establishment of a midwest educational consortium. This association would have responsibility to monitor interstate education placements, in part to prevent double payment by the sending agency and the receiving public educational systems for instructional services to children.

D. Juvenile Justice

Matters involving delinquent and dependent youth are adjudicated in the juvenile divisions of the 83 county probate courts in Michigan. There is a dual system of juvenile probation in the state, with some adjudicated delinquents being supervised by court services staff and others by the county branch of the Department of Social Services (DSS) at the discretion of probate courts.

DSS's Institutional Services Division administers juvenile corrections programs through a diagnostic center, four detention centers, two training schools, and three camps. It is a condition of admission to any of these programs that the child be made a ward of the state by a probate court. Release from DSS correction programs is contingent upon approval of the Youth Parole and Review Board, and aftercare services are provided by county branch DSS workers after a child returns to the community.

Michigan has been a member of the Interstate Compact on Juveniles (ICJ) since 1958, and the compact is administered through the Office of Children and Youth Services within DSS. The probate courts were reported, however, to consistently involve ICJ officials in out-of-state placements.

E. Mental Health and Mental Retardation

Michigan's Department of Mental Health (DMH) supervises 55 local public community mental health service boards that have county or multicounty jurisdictions. There are no restrictions on these local boards regarding the placement of children into other states for residential care. Michigan law grants the local boards the authority to do whatever is needed for a client, including providing placements, as long as appropriate mental health services can be found in another state. The same boards provide placements for mentally retarded or developmentally disabled children.

Some of the 26 DMH-operated in-patient facilities for mentally disturbed or developmentally disabled children exercise their authority to maintain residential service contracts with private child care institutions in other states. These contracts are subject to approval by DMH regional offices but were said not to be systematically reported to the state DMH administration.

Michigan has been a member of the Interstate Compact on Mental Health (ICMH) since 1965. However, the Department of Mental Health does not collect statewide information on placements made either by community mental health service boards or state-operated facilities.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

This section of the Michigan profile presents the survey results about the out-of-state placement practices of state and local agencies.

A. The Number of Children Placed in Out-of-State Residential Settings

An overview of the incidence of out-of-state placements among state and local agencies in Michigan is given in Table 23-2. In total, 111 children were reported placed in other states during 1978. Unfortunately, this figure is an underrepresentation of the total sum of such placements because there was incomplete data supplied by certain state agencies. The DMH did not report the number of children the agency placed out of state in 1978. Additionally, the state agency responsible for child welfare and juvenile justice services was unable to distinguish between locally and DSS arranged placements from the available data sources. The reader is encouraged to examine Table 23-15 to learn more about the involvement of DSS in out-of-state placements.

It should be recalled that education agencies were prohibited from purchasing out-of-state instructional services, but were not barred from arranging and funding such placements for diagnosis and evaluation. Five children were reported placed out of state in 1978 by the DOE for diagnostic services. Among local agencies, 106 placements were reported. A total of 90 children were placed in other states by the probate courts and 16 were placed by the local mental health centers.

TABLE 23-2. MICHIGAN: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*[b]	5	--[c]	*	5
Local Agency Placements	--[d]	0	90	16	106
Total	*	5	90	16	111

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 23-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. The state agency responsible for child welfare and juvenile justice services reported arranging and funding 14 out-of-state placements. In addition, the agency processed another 400 children through the Interstate Compact on Juveniles which included placements arranged by DSS and some local courts. Additionally, DSS officials were unable to determine the number of such placements arranged by DSS branch offices which involved adoptions and foster care.

c. The Department of Social Services was contacted for this information and that state agency's response is displayed in the first column of this table.

d. There are no child welfare services operated by local government in Michigan. The local juvenile justice agencies' response is displayed in its appropriate column.

The following table further specifies the frequency of children leaving Michigan by listing placement incidence by the county in which each local agency is located. No single county court strongly predominates among the ones which reported children placed out of state. The court with the highest placement incidence serves Washtenaw County, which is the Ann Arbor SMSA.

Those local juvenile justice agencies which placed children out of state are located throughout the state. However, they are primarily from courts in the lower peninsula, which are either in an SMSA or bordering another state. Ten of the 25 SMSA counties are responsible for nearly 60 percent of all court placements. An additional five of the 11 courts in border counties placed 18 percent of the children sent to other states by local juvenile justice agencies. In total, 77 percent of all local juvenile justice placements were made by courts in border counties, or in SMSA counties in the urbanized southern area of the lower peninsula. Among rural, nonborder counties, the Allegan County Probate Court placed the most children out of state, with a total of nine reported placements.

The pattern of placement by the local mental health and mental retardation agencies is quite different than what was found for probate courts. While the total number of placements by these agencies is relatively low, all of them but one were made by agencies serving one or more rural counties in the upper peninsula. The largest number of children placed by mental health and mental retardation agencies was ten, sent to other states by the Alger-Marquette Mental Health Services Board in the upper peninsula.

TABLE 23-3. MICHIGAN: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Juvenile Justice	Mental Health and Mental Retardation
Alcona	1,465	0	--
Alger	1,679	0	--
Allegan	14,482	9	0
Alpena	6,957	3	--
Antrim	2,938	0	--
Arenac	2,509	0	--
Baraga	1,449	2	--
Barry	8,226	2	0
Bay	23,911	0	0
Benzie	1,905	0	--
Berrien	32,686	3	0
Branch	7,366	2	0
Calhoun	25,840	4	0
Cass	8,223	1	0
Charlevoix	3,866	0	--
Cheboygan	3,812	0	--
Chippewa	7,153	0	2
Clare	4,100	0	--
Clinton	11,884	0	--
Crawford	1,642	0	--
Delta	7,797	0	0
Dickinson	4,257	1	--
Eaton	16,072	0	--
Emmet	3,825	0	--
Genesee	92,851	1	0
Gladwin	3,223	2	--
Gogebic	3,319	0	0
Grand Traverse	8,040	0	0
Gratiot	8,012	0	0
Hillsdale	7,664	0	--
Houghton	5,426	0	--
Huron	6,890	0	0
Ingham	44,003	2	--
Ionia	9,412	0	1
Iosco	5,650	0	--
Iron	2,144	0	--
Isabella	8,035	0	--
Jackson	27,359	0	--
Kalamazoo	34,728	9	0
Kalkaska	2,231	0	--
Kent	80,550	3	0
Keweenaw	323	0	--
Lake	1,293	0	0
Lapeer	13,422	0	0
Leelanau	2,478	0	--

TABLE 23-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Juvenile Justice	Mental Health and Mental Retardation
Lenawee	16,325	0	0
Livingston	16,071	4	0
Luce	1,200	0	0
Mackinac	2,090	0	--
Macomb	139,564	0	0
Manistee	4,184	0	--
Marquette	12,008	4	--
Mason	4,383	0	0
Mecosta	4,776	0	--
Menominee	4,757	0	1
Midland	14,169	0	--
Missaukee	1,707	0	--
Monroe	27,199	0	0
Montcalm	8,583	0	0
Montmorency	1,181	0	--
Muskegon	31,500	0	0
Newaygo	6,316	0	0
Oakland	183,693	*	0
Oceana	3,993	0	0
Ogemaw	2,761	0	--
Ontonagon	2,318	0	--
Osceola	3,229	0	--
Oscoda	1,064	0	--
Otsego	3,030	0	--
Ottawa	28,934	0	0
Presque Isle	2,721	0	--
Roscommon	2,147	0	--
Saginaw	46,875	3	0
St. Clair	25,754	0	0
St. Joseph	9,483	9	0
Sanilac	7,616	0	0
Schoolcraft	1,728	0	0
Shiawassee	14,931	0	0
Tuscola	11,327	0	0
Van Buren	11,852	8	0
Washtenaw	37,164	14	0
Wayne	454,851	3 est	0
Wexford	4,575	1	--
Multicounty Jurisdictions			
Charlevoix, Emmet, Cheboygan, Otsego		--	0
Baraga, Houghton, Keweenaw, Ontonagon		--	0
Clare, Isabella, Mecosta, Osceola		--	0
Clinton, Eaton, Ingham		--	0
Crawford, Missaukee, Roscommon, Wexford		--	0

TABLE 23-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Juvenile Justice	Mental Health and Mental Retardation
Midland, Gladwin		--	0
Iosco, Ogemaw, Oscoda		--	0
Jackson, Hillsdale		--	0
Alcona, Alpena, Montmorency, Presque Isle		--	0
Alger, Marquette		--	10
Mainstee, Benzie		--	0
Antrim, Kalkaska		--	0
Dickinson, Iron		--	2
Total Number of Placements Arranged by Local Agencies[b] (total may include duplicate count)		90 est	16
Total Number of Local Agencies Reporting		83	55

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The involvement of local agencies in placing children out of Michigan is summarized in Table 23-4. It is notable that among the 714 local agencies which were contacted in the course of the survey, only one agency, a probate court, could not provide placement information to the study. The table also indicates moderate to sparse involvement of local agencies in placing children out of Michigan, with 27 percent of the juvenile justice agencies and nine percent of the mental health and mental retardation agencies reporting involvement in this practice. None of the 576 school districts reported out-of-state placements. Overall, four percent of all local agencies in Michigan placed children out of state in 1978.

TABLE 23-4. MICHIGAN: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type		
	Education	Juvenile Justice	Mental Health and Mental Retardation
Agencies Which Reported Out-of-State Placements	0	22	5
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	1	0
Agencies Which Did Not Place Out of State	576	60	50
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	576	83	55

The reasons why out-of-state placements were not arranged by 686 agencies were elicited, and those reasons appear with the number of agencies responding to them in Table 23-5. Not surprisingly, local school districts overwhelmingly reported that placements were not made out of Michigan because they lacked statutory authority to do so. Eighty-six percent of all local education responses were in this category, demonstrating widespread awareness of the prohibition against using public education funds to support private education, as discussed in section III.

The courts which did not make out-of-state placements were similarly unified in their reasons for not doing so, but in this case because they perceived sufficient services to be available in Michigan to meet children's service needs. Only 11 percent of the school districts responded positively to this reason, as opposed to 95 percent of the courts.

The 50 mental health services boards which did not make placements into other states were more mixed in their explanations than the other two types of agencies. About one-half of the responses were that sufficient services were available in Michigan to meet the needs of children. Twenty-seven percent of the mental health and mental retardation agency responses claimed that placements were not made because the agencies lacked the funds to pay for them. Another 13 percent reported that they lacked statutory authority to send children out of Michigan, but such a prohibition was not discovered in a review of state law.

TABLE 23-5. MICHIGAN: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)		
	Education	Juvenile Justice	Mental Health and Mental Retardation
Lacked Statutory Authority	528	1	12
Restricted[b]	5	2	1
Lacked Funds	11	57	24
Sufficient Services Available in State	66	57	46
Other[c]	3	4	7
Number of Agencies Reporting No Out-of-State Placements	576	60	50
Total Number of Agencies Represented in Survey	576	83	55

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive to family visitations because of distance.

The extent to which local agencies enlisted the consultation or assistance of other public agencies is portrayed in Table 23-6. The table indicates that this type of interagency cooperation was less frequent for the courts than for the mental health and mental retardation agencies. About one-fourth of the courts reported cooperating with other public agencies in the course of placing 21 percent of all juvenile justice placements. Eighty percent of the mental health service boards, on the other hand, reported enlisting the aid of other public agencies in making 88 percent of all placements.

TABLE 23-6. MICHIGAN: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Juvenile Justice		Mental Health and Mental Retardation	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	22	27	5	9
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	5	23	4	80
Number of CHILDREN Placed Out of State	90	100	16	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	19	21	14	88

a. See Table 23-4.

All local agencies reporting out-of-state placements were asked to describe the characteristics of the children placed, according to a list of conditions and statuses. Table 23-7 indicates that, by far, juvenile delinquents are placed out of Michigan more than any other child. Seventy-three percent of the courts said they placed delinquents into other states, which is nearly three times the response given for any other descriptive category. Mentioned by about one-fourth of the courts were children who were unruly/disruptive; mentally disturbed; battered, abandoned or neglected; or who had substance abuse problems. All but three descriptive categories received a positive response from at least one court, indicating involvement by the courts in a very wide range of children's problems. Categories not mentioned with regard to children placed out of state were physically handicapped, pregnant, and children to be adopted.

The five mental health service boards reporting out-of-state placements also responded to a wide variety of descriptive categories, among which they most frequently mentioned was juvenile delinquency, receiving three responses. The remaining nine positive responses are distributed among seven descriptive categories, also indicating fairly broad involvement by these agencies, as a group, in the kinds of problems children may have.

TABLE 23-7. MICHIGAN: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

	Number of AGENCIES Reporting	
Types of Conditions[a]	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	0	0
Mentally Retarded or Developmentally Disabled	1	1
Unruly/Disruptive	5	1
Truant	3	1

TABLE 23-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting: Juvenile Justice	Number of AGENCIES Reporting: Mental Health and Mental Retardation
Juvenile Delinquent	16	3
Mentally Ill/Emotionally Disturbed	5	2
Pregnant	0	0
Drug/Alcohol Problems	6	1
Battered, Abandoned, or Neglected	5	1
Adopted	0	0
Special Education Needs	1	2
Multiple Handicaps	1	0
Other	0	0
Number of Agencies Reporting	22	5

a. Some agencies reported more than one type of condition.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Michigan's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

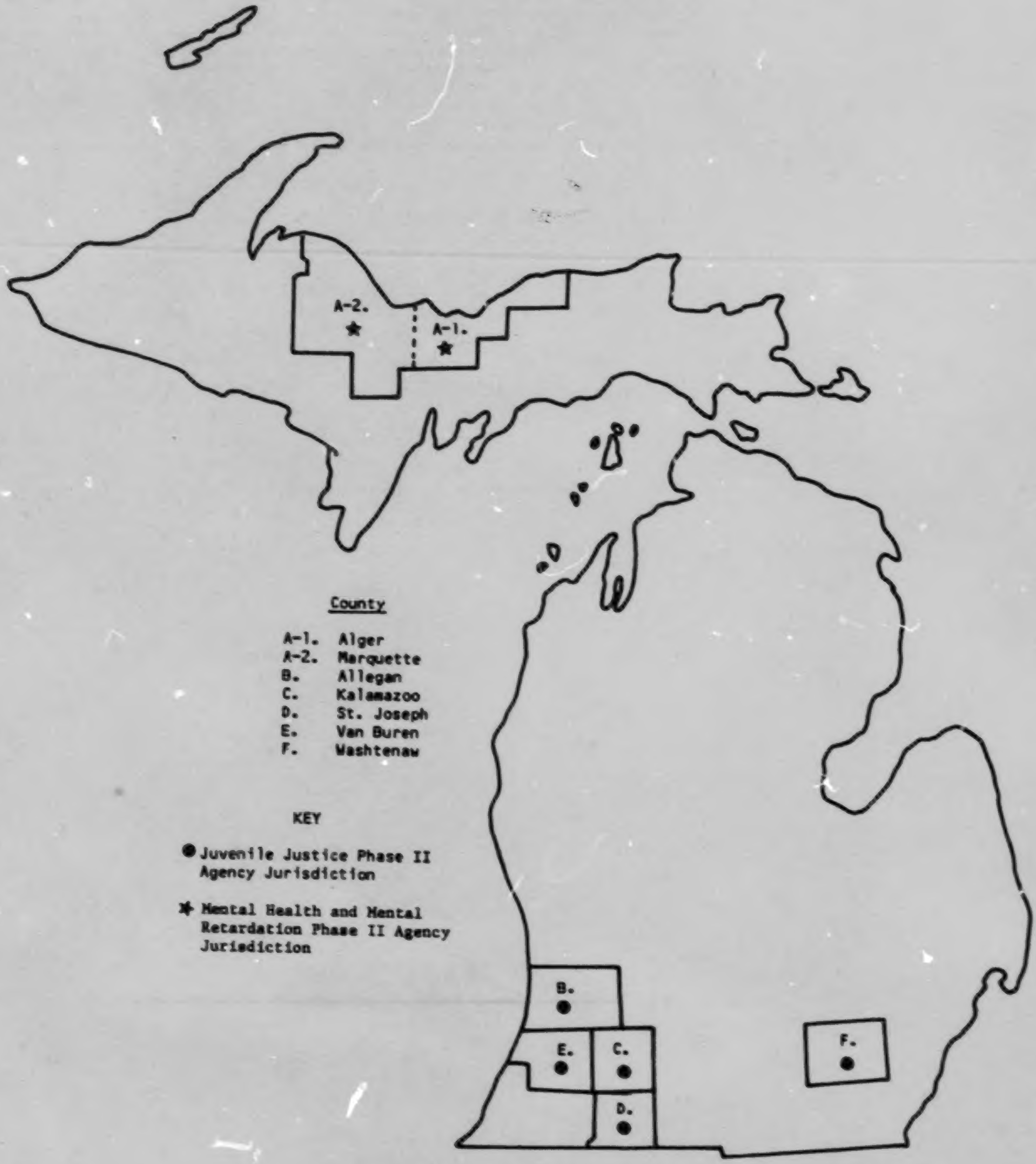
The relationship between the number of local agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 23-1. The pattern which is made apparent in this figure indicates that Phase II agencies are few in number compared to the number of agencies which actually arranged out-of-state placements in 1978. For example, Phase II juvenile justice agencies comprised about 23 percent of the 22 agencies reporting placements. However, the children placed by Phase II agencies represented a large proportion of the total number of children placed. Sixty-three percent of the children placed by the mental health service boards were placed by a single Phase II agency. Clearly, the detailed information to be reported on the practices of Phase II agencies is descriptive of the majority of out-of-state placements arranged by local agencies in 1978.

FIGURE 23-1. MICHIGAN: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Juvenile Justice	Mental Health and Mental Retardation
Number of AGENCIES	83	55
Number of AGENCIES Reporting Out-of-State Placements in 1978	22	5
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	5	1
Number of CHILDREN Placed Out of State in 1978	90	16
Number of CHILDREN Placed by Phase II Agencies	49	10
Percentage of Reported Placements in Phase II	54	63

Figure 23-2 illustrates the county location of Michigan Phase II agencies. There were seven counties with Phase II agencies: Alger, Marquette, Allegan, Kalamazoo, St. Joseph, Van Buren, and Washtenaw. The counties of Alger and Marquette are served by a single mental health services board, and the other counties contained Phase II probate courts.

FIGURE 23-2. MICHIGAN: COUNTY LOCATION OF LOCAL PHASE II AGENICES


A-2.
A-1.
County
A-1. Alger
A-2. Marquette
B. Allegan
C. Kalamazoo
D. St. Joseph
E. Van Buren
F. Washtenaw
KEY
● Juvenile Justice Phase II Agency Jurisdiction
★ Mental Health and Mental Retardation Phase II Agency Jurisdiction
B.
E.
C.
D.
F.

The local Phase II agencies were asked to identify the destinations of the children placed out of state. Reported destinations are summarized in Table 23-8. Local Phase II courts most frequently placed children in Indiana, which accounts for 45 percent of all placements reported by these agencies. States next in frequency of use by Michigan courts were Massachusetts and Texas which received seven and six children, respectively. Children were sent to a total of ten states throughout the country.

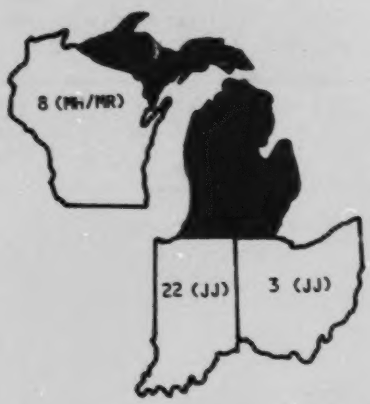
The Phase II mental health and mental retardation agency placed children to only two states, Minnesota and Wisconsin, which are either close to or bordering the upper peninsula of Michigan in which the agency has jurisdiction.

TABLE 23-8. MICHIGAN: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Juvenile Justice	Mental Health and Mental Retardation
Arkansas	1	0
Colorado	2	0
Illinois	2	0
Indiana	22	0
Iowa	4	0
Massachusetts	7	0
Minnesota	0	2
Ohio	3	0
Pennsylvania	1	0
Texas	6	0
Washington	1	0
Wisconsin	0	8
Placements for Which Destinations Could Not be Reported By Phase II Agencies	0	0
Total Number of Phase II Agencies	5	1
Total Number of Children Placed by Phase II Agencies	49	10

The extent to which states contiguous to Michigan were selected to receive out-of-state placements from local Phase II agencies is represented in Figure 23-3. As noted above, Indiana is most often used by the Phase II courts and it received 22 placements from the five courts reporting destinations. Ohio was used to a much lesser extent, receiving only three juvenile justice placements, and Wisconsin was not used at all. In contrast, Wisconsin was the only state contiguous to Michigan receiving mental health and mental retardation placements. Contiguous states received 51 percent of the placements reported by five courts and 80 percent of those reported by the Phase II mental health service board.

FIGURE 23-3. MICHIGAN: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO MICHIGAN BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II juvenile justice agencies reported destinations for 49 children. Local Phase II mental health and mental retardation agency reported destinations of 10 children.

The local Phase II agencies reported the reasons they decided to arrange out-of-state placements and these responses appear in Table 23-9. The five reporting courts most frequently mentioned that children were placed in other states because of the court's previous success with a particular program; because Michigan was perceived to lack services comparable to the receiving state; and because the children were going to live with relatives.

The single reporting mental health and mental retardation agency in the upper peninsula reported only one reason for placing children out of Michigan and that was because the receiving facility was closer to the child's home than Michigan's programs, despite being across state lines.

TABLE 23-9. MICHIGAN: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting	
	Juvenile Justice	Mental Health and Mental Retardation
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	1	1
Previous Success with Receiving Facility	3	0
Sending State Lacked Comparable Services	3	0
Standard Procedure to Place Certain Children Out of State	0	0
Children Failed to Adapt to In-State Facilities	2	0
Alternative to In-State Public Institutionalization	1	0
To Live with Relatives (Non-Parental)	3	0
Other	0	0
Number of Phase II Agencies Reporting	5	1

a. Some agencies reported more than one reason for placement.

Local Phase II agencies also reported the type of setting that was most frequently selected to receive these children. Their responses are summarized in Table 23-10. Residential treatment or child care facilities most frequently receive children placed out of state by local Phase II agencies in Michigan. Three of the five reporting courts and the only Phase II mental health services board said that this was the setting of choice for the children sent into other states. In addition, one court said that boarding or military schools are most often used for their placements and another said that foster homes are most frequently used for children going to other states.

TABLE 23-10. MICHIGAN: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Juvenile Justice	Mental Health and Mental Retardation
Residential Treatment/Child Care Facility	3	1
Psychiatric Hospital	0	0
Boarding/Military School	1	0
Foster Home	1	0
Group Home	0	0
Relative's Home (Non-Parental)	0	0
Adoptive Home	0	0
Other	0	0
Number of Phase II Agencies Reporting	5	1

Table 23-11 describes the monitoring practices used by Phase II agencies. Most reporting courts receive quarterly written progress reports and all reported making telephone calls on an irregular basis. In addition, four courts reported making on-site visits to assess children's progress, two on a quarterly basis and two at irregular intervals.

The Phase II mental health and mental retardation agency reporting monitoring practices said quarterly phone calls and annual written progress reports were used to monitor the progress of children placed out of state.

TABLE 23-11. MICHIGAN: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Juvenile Justice	Mental Health and Mental Retardation
Written Progress Reports	Quarterly	4	0
	Semiannually	1	0
	Annually	0	1
	Other[b]	1	0
On-Site Visits	Quarterly	2	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	2	0
Telephone Calls	Quarterly	0	1
	Semiannually	0	0
	Annually	0	0
	Other[b]	5	0

TABLE 23-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Juvenile Justice	Mental Health and Mental Retardation
Other	Quarterly	1	0
	Semiannually	0	0
	Annually	1	0
	Other[b]	0	0
Total Number of Phase II Agencies Reporting		5	1

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Local Phase II agencies were also asked to report their expenditures for out-of-state placements in 1978. The five Phase II juvenile justice agencies reported a total of $205,791 being used for the out-of-state placements they made. The single Phase II mental health and mental retardation agency reported that no public funds were expended for the placements it helped arrange.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to a study about the out-of-state placement of children concerns the extent to which interstate compacts are utilized to arrange such placements. Table 23-12 reports overall findings about the use of compacts in 1978 by local agencies which arranged out-of-state placements. Information is given to facilitate a comparison of compact utilization across agency types and between agencies with four or less and five or more placements (Phase II). In addition, the specific type of compact which was used by Phase II agencies is reported in Table 23-12. It should be noted that Michigan was not a member of the Interstate Compact on the Placement of Children in 1978.

Consideration of compact utilization by local juvenile justice agencies (probate courts) finds that, in total, 15 out of 22 courts reported not using a compact to arrange any out-of-state placements. It can also be observed that the majority of the courts which did not utilize any compact placed four or less children out of state. Three of the five Phase II courts reported using the ICJ to arrange out-of-state placements.

A significant lack of compact use was also discovered among the local mental health service centers. Only one of the five such agencies reporting out-of-state placements utilized a compact in 1978.

TABLE 23-12. MICHIGAN: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPES

Local Agencies Which Placed Children Out of State	Number of AGENCIES	
	Juvenile Justice	Mental Health and Mental Retardation
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	17	4
• Number Using Compacts	4	1
• Number Not Using Compacts	13	3
• Number with Compact Use Unknown	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	5	1
• Number Using Compacts	3	0
Interstate Compact on the Placement of Children[a]		
Yes	--	--
No	--	--
Don't Know	--	--
Interstate Compact on Juveniles		
Yes	3	0
No	2	1
Don't Know	0	0
Interstate Compact on Mental Health		
Yes	0	0
No	4	1
Don't Know	0	0
• Number Not Using Compacts	2	1
• Number with Compact Use Unknown	0	0
TOTALS		
Number of AGENCIES Placing Children Out of State	22	5
Number of AGENCIES Using Compacts	7	1
Number of AGENCIES Not Using Compacts	15	4
Number of AGENCIES with Compact Use Unknown	0	0

-- denotes Not Applicable.

[a] Michigan was not a member of the Interstate Compact on the Placement of Children in 1978.

Table 23-13 provides additional information about the utilization of interstate compacts by Michigan local agencies. This table is organized similar to the previous table, but reports findings about the number of children who were or were not placed out of state with a compact. In total, 80 children were reported placed in other states without a compact. This number means that about 76 percent of the children placed out of state by local agencies in Michigan were not compact-arranged placements in 1978.

TABLE 23-13. MICHIGAN: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

	Number of CHILDREN	
Children Placed Out of State	Juvenile Justice	Mental Health and Mental Retardation
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	41	6
• Number Placed with Compact Use	4	1
• Number Placed without Compact Use	31	5
• Number Placed with Compact Use Unknown[a]	6	0
CHILDREN PLACED BY PHASE II AGENCIES	49	10
• Number Placed with Compact Use	15	0
Number through Interstate Compact on the Placement of Children[b]	--	--
Number through Interstate Compact on Juveniles	15	0
Number through Interstate Compact on Mental Health	0	0
• Number Placed without Compact Use	34	10
• Number Placed with Compact Use Unknown	0	0
TOTALS		
Number of CHILDREN Placed Out of State	90	16
Number of CHILDREN Placed with Compact Use	19	1
Number of CHILDREN Placed without Compact Use	65	15
Number of CHILDREN Placed with Compact Use Unknown	6	0

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. Michigan was not a member of the Interstate Compact on the Placement of Children in 1978.

A graphic summarization of these findings about local agency utilization of interstate compacts in Michigan is illustrated in Figures 23-4 and 23-5. These figures illustrate the percentage of placements arranged by agenices of each service type which were compact arranged, noncompact arranged, and undetermined with respect to compact use.

FIGURE 23-4. MICHIGAN: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978

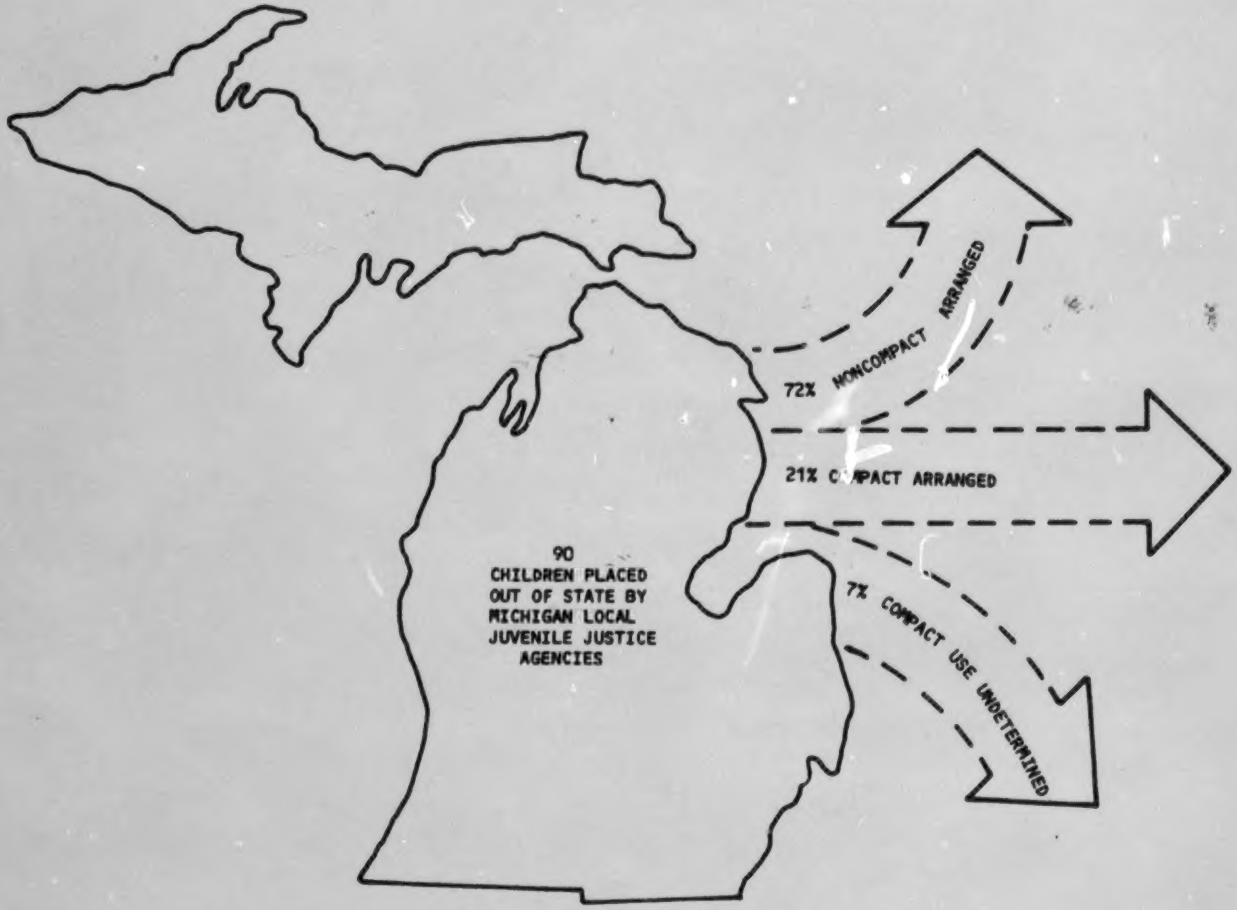

72% NONCOMPACT ARRANGED
21% COMPACT ARRANGED
7% COMPACT USE UNDETERMINED
90
CHILDREN PLACED
OUT OF STATE BY
MICHIGAN LOCAL
JUVENILE JUSTICE
AGENCIES

FIGURE 23-5. MICHIGAN: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL MENTAL HEALTH AND MENTAL RETARDATION AGENCIES IN 1978

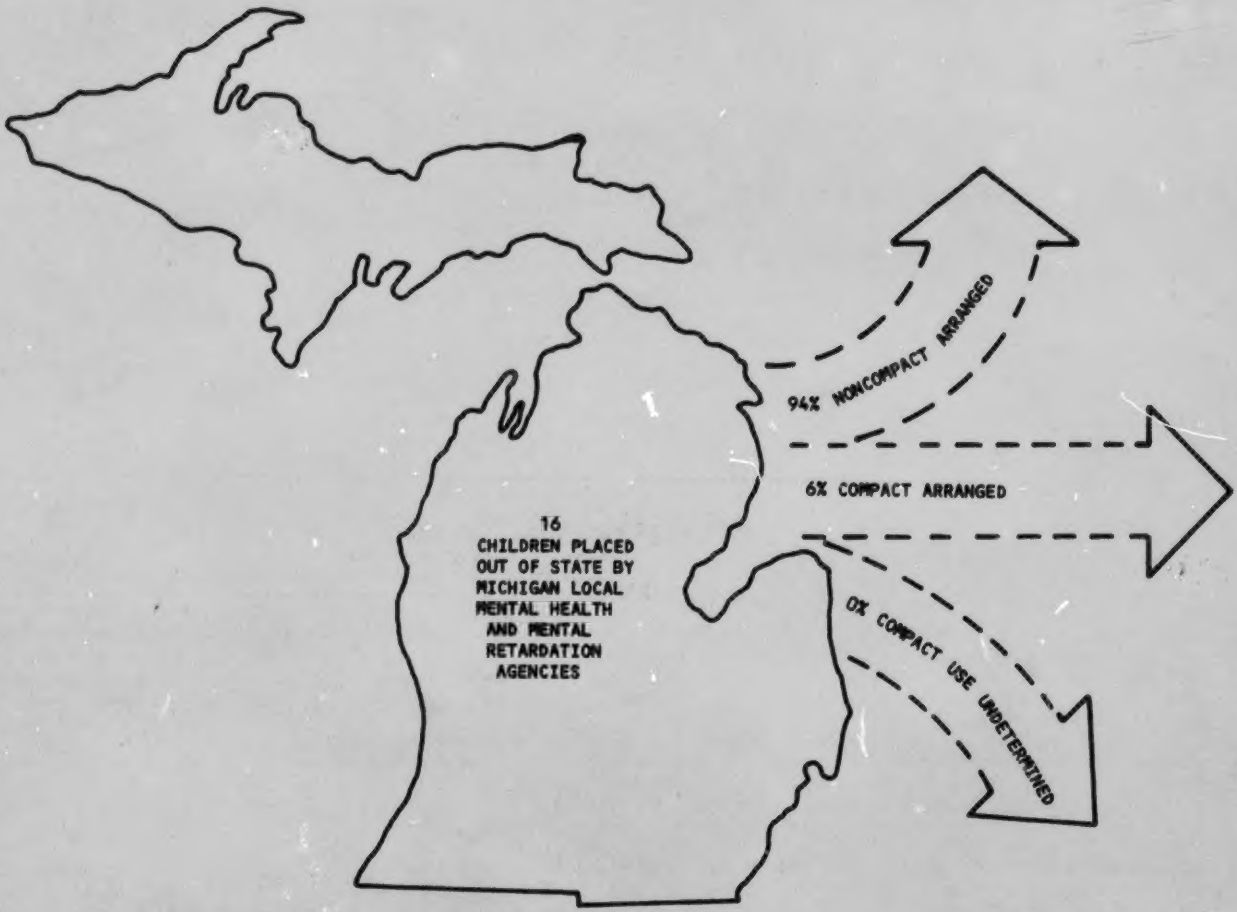

16
CHILDREN PLACED
OUT OF STATE BY
MICHIGAN LOCAL
MENTAL HEALTH
AND MENTAL
RETARDATION
AGENCIES
94% NONCOMPACT ARRANGED
6% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

Table 23-14 provides a summary analysis of compact utilization by both state and local agencies. This table examines the relationship between the total number of out-of-state placements arranged by both state and local agencies in 1978, and the number of compact-arranged placements reported by state agencies. Unfortunately, the overall percentage of compact-arranged placements could not be determined for state and local agencies responsible for child welfare, juvenile justice, and mental health and mental retardation agencies. DSS was unable to report complete data about the number of children the agency helped to place in other states. DSS did, however, report that the agency arranged 400 out-of-state placements through the ICJ. The DMH did not report information concerning the number of children the agency placed out of state or the number of placements arranged through a compact. The DOE indicated that none of the five children the agency placed out of state were compact-arranged placements.

TABLE 23-14. MICHIGAN: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES, IN 1978, BY AGENCY TYPE

	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	*a	5	*b
Total Number of Compact-Arranged Placements Reported by State Agencies	400	0	*
Percentage of Compact-Arranged Placements	*	0	*

* denotes Not Available.

a. The local juvenile justice agencies reported 90 out-of-state placements.

b. The local mental health and mental retardation agencies reported arranging 16 out-of-state placements. The state mental health and mental retardation agencies could not report their involvement in out-of-state placement.

E. The Out-of-State Placement Practices of State Agencies

Except for the Department of Education, Michigan state agencies were somewhat at a loss to describe their involvement in out-of-state placements in 1978 and the number of children placed according to categories of involvement in the placement process. Table 23-15 indicates that the Department of Social Services' Office of Children and Youth Services did not report in five of the seven categories of involvement; however, it did report that it arranged and funded 14 out-of-state placements and participated in an additional 400 placements through its administration of the ICJ. The office did not specify the origin or funding, in terms of level of government or agency type, among these 400 placements. Therefore, they are comprised of placements arranged and funded by the office's Delinquency Services Section or the county probate courts, in unknown proportions. It is highly likely that most are attributable to actions by the DSS, given that the survey of all local courts revealed only 19 placements that were processed through an interstate compact (see Table 23-13).

There is yet another omission from this table which deserves some explanation. As noted in section III, Michigan was not a member of the Interstate Compact on the Placement of Children at the time of this study. The DSS's Office of Children and Youth Services had, however, adopted a set of policies and procedures which replicated the provisions of the ICPC in its absence. These measures are designed to process out-of-state placements or transfers of adjudicated delinquents to private residential treatment settings in other states and to process nondelinquent adoptive and foster children to their destinations outside of Michigan. By reporting only these children who were placed out-of-state through the Interstate Compact on Juveniles, a cohort of foster and adoptive children placed to settings other than with parents and of delinquent children going to private residential treatment settings in 1978 have been omitted. Office respondents acknowledge this gap by noting in their response that, "This number (400) represents (placements through) the Juvenile Compact. There is a substantial number in foster and adoptive care that (we were) unable to count." These qualifications on the part of the office should be kept in mind when interpreting Table 23-15 as well as those dealing with placement incidence elsewhere in the remaining portions of this profile.

The Department of Education helped arrange temporary out-of-state placements for diagnosis and evaluation, although not legally or financially responsible for the children. The typical length of stay for these children was reported to be one week to three months. The Department of Mental Health could not report about its involvement in out-of-state placements, except for two categories where it was able to rule out any activity.

TABLE 23-15. MICHIGAN: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

	Number of CHILDREN Reported Placed during 1978 by State Agencies		
Types of Involvement	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
State Arranged and Funded	14	0	*
Locally Arranged but State Funded	*	0	*
Court Ordered, but State Arranged and Funded	*	0	*
Subtotal: Placements Involving State Funding	*	0	*
Locally Arranged and Funded, and Reported to State	*	0	0
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	5	*
Other	400[b]	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	414	5	*

* denotes Not Available.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

b. These placements represent children who were placed out of state through the Interstate Compact on Juveniles. The number includes the involvement of the state agency as well as that of some local courts.

The 14 placements that were arranged and funded by the DSS's Office of Children and Youth Services were described in terms of their destinations. Table 23-16 indicates that ten of these children went to Minnesota and Wisconsin, with the remaining four children placed in California, Indiana, Texas, and Virginia. Destinations were not available for the other 400 placements reported by the agency.

Among the children reported placed out of state by the Department of Education, one went to Illinois, two went to Minnesota, and two to Wisconsin. In addition to placement incidence, the Department of Mental Health was not able to report destinations of children sent out of Michigan.

TABLE 23-16. MICHIGAN: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed		
	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
California	1	0	
Illinois		1	
Indiana	1	0	
Minnesota	7	2	
Texas	1	0	
Virginia	1	0	
Wisconsin	3	2	
Placements for Which Destinations Could Not be Reported by State Agencies	400	0	All
Total Number of Placements	414	5	*

* denotes Not Available.

Similar to local agencies, the Michigan state agencies were asked to describe children placed out of Michigan according to the variety of conditions and statuses listed in Table 23-17. The DSS's Office of Children and Youth Services reported a wide variety of children placed out of state. Their characteristics included being unruly/disruptive, truant or delinquent, as well as emotionally disturbed, battered, abandoned, or neglected, or having substance abuse problems. Foster and adopted children were also placed out of state by DSS in 1978.

The Department of Mental Health did indicate involvement in placing children out of Michigan who were physically, mentally, developmentally, or emotionally handicapped. The Department of Education placed children who were physically and emotionally handicapped.

TABLE 23-17. MICHIGAN: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]		
	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
Physically Handicapped	0	X	X
Mentally Handicapped	0	0	X
Developmentally Disabled	0	0	X
Unruly/Disruptive	X	0	0
Truants	X	0	0
Juvenile Delinquents	X	0	0

TABLE 23-17. (Continued)

Types of Conditions	Agency Type[a] Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
Emotionally Disturbed	X	X	X
Pregnant	0	0	0
Drug/Alcohol Problems	X	0	0
Battered, Abandoned, or Neglected	X	0	0
Adopted Children	X	0	0
Foster Children	X	0	0
Other	0	0	0

a. X indicates conditions reported.

State agencies were also asked to describe the type of setting most frequently selected to receive children going out of Michigan. The DSS's Office of Children and Youth Services reported sending children out of Michigan most frequently to relatives' homes, while the Departments of Education and Mental Health said that most of the children they placed in 1978 went to residential treatment or child care facilities.

None of the state agencies reported their expenditures for out-of-state placements, but the Department of Education did indicate that it had knowledge of $5,000 in Department of Mental Health revenues being spent on out-of-state diagnostic services for children in 1978.

F. State Agencies' Knowledge of Out-of-State Placements

In each state, state and local officials were asked to report about out-of-state placements made or arranged by their respective agencies. State officials were asked for comparable data about such placements arranged by their counterparts in local government. Table 23-18 reflects the assessments made possible from the information which was reported. DSS and DMH were not able to specifically report the information needed to determine either their own involvement in the practice or their knowledge of out-of-state placements arranged by local governmental agencies in 1978. In contrast, the DOE reported all of their placements and noted that local school districts placed none out of state, which corresponded with the information from local school districts.

TABLE 23-18. MICHIGAN: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*a	5	*b
Total Number of Placements Known to State Agencies	414	5	*
Percentage of Placements Known to State Agencies	*	100	*

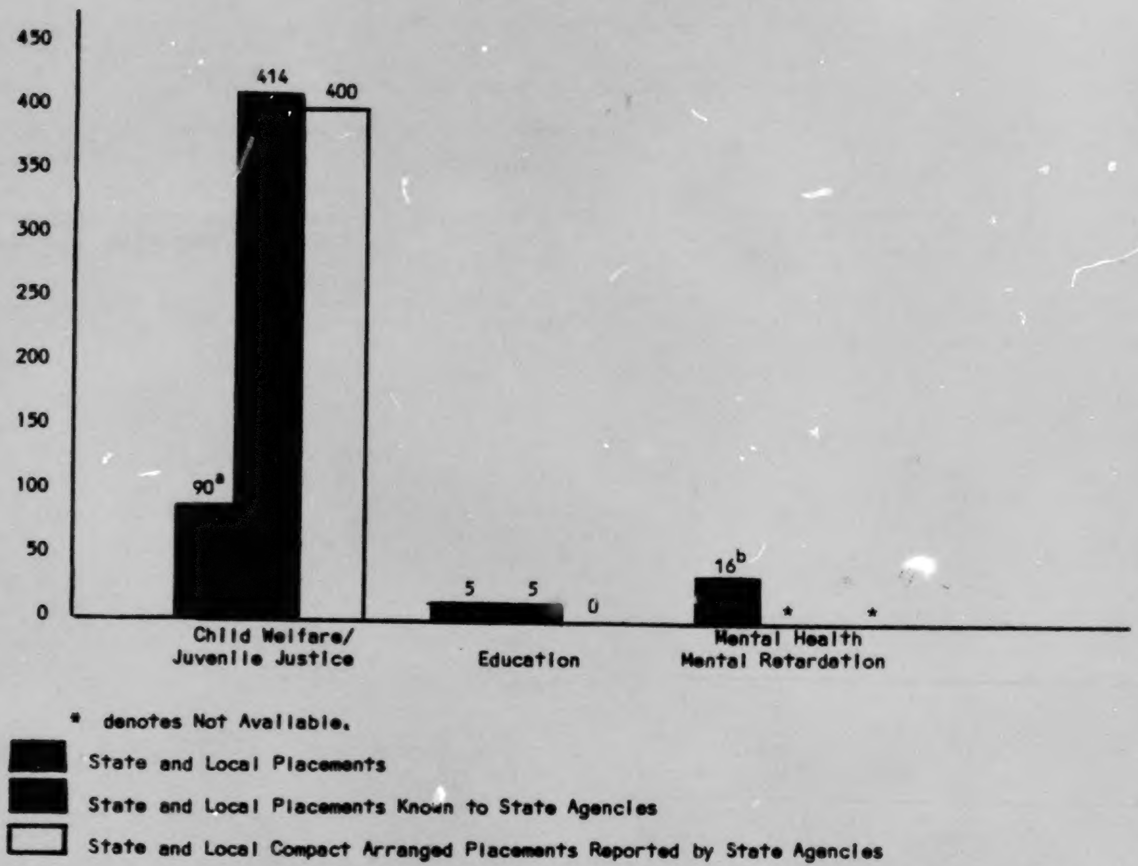
* denotes Not Available.

a. The local juvenile justice agencies reported 90 out-of-state placements.

b. The local mental health and mental retardation agencies reported arranging 16 out-of-state placements. The state mental health and mental retardation agencies could not report their involvement.

Figure 23-6 illustrates state agencies' knowledge of out-of-state placement activity and, equally as important, their knowledge of interstate compact use. It has already been pointed out throughout this profile that DSS was unable to distinguish from its recordkeeping system those placements which were state arranged from those arranged by local agencies. Additionally, DSS reported an inability to report DSS arranged placements for foster and adoptive care. Figure 23-6 reflects this lack of information. Similarly, the DMH did not report its knowledge of placements arranged by the local mental health centers.

FIGURE 23-6. MICHIGAN: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. The local juvenile justice agencies reported 90 out-of-state placements, but the state agency reponsible for child welfare and juvenile justice services did not distinguish between state and locally arranged placements.

b. The local mental health and mental retardation agencies reported arranging 16 out-of-state placements. The state mental health and mental retardation agency could not report its involvement.

V. CONCLUDING REMARKS

Some of the major findings evident from the study of Michigan's out-of-state placement practices are included in this concluding section. Although not an exhaustive listing, the following should be considered as principle findings of the study's survey in Michigan.

Possibly most outstanding in this survey's results is that the out-of-state placement picture for Michigan must be regarded as incomplete in the absence of a thorough reporting by the Department of Social Services, Office of Children and Youth Services. This agency is the primary service agency for children in the state, delivering delinquency, neglect, and institutional services. Its particular involvement in 400 reported placements and these children's destinations are crucial to a thorough understanding of the out-of-state placement issue in Michigan. The omission of most out-of-state placement information from the Department of Mental Health's response also contributes to the scarcity of data from Michigan state agencies. Further conclusions about Michigan public agencies' involvement in out-of-state placements follow.

- Most out-of-state placements by local agencies were made by probate courts with jurisdiction in urban and border areas of the southern, lower peninsula of the state. These juvenile justice agencies tend to act alone in placing delinquent children in contiguous states and more distant states, without a great deal of interstate compact use.

- Placements by mental health and mental retardation agencies, in contrast to the courts, are made primarily from the upper peninsula, mostly to contiguous states and with the involvement of other public agencies.

- Full local compliance to the restriction by state law and the Department of Education's policy on the public expenditure of funds for private instruction in an out-of-state placement reflects an effective method of local agency regulation.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Michigan in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN MINNESOTA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Robert Wedl, Assistant Director, Division of Special Education, Department of Education; Ronald Mosonan, Compact Administrator, Service Administration Section, Social Services Bureau, Department of Public Welfare; Ruth Weidell, Supervisor, Adoption Unit, Service Administration Section, Social Services Bureau, Department of Public Welfare; Ramona Kinne, Supervisor, Patient Transfers, Department of Public Welfare; and John Elholm, Compact Correspondent, Department of Corrections.

II. METHODOLOGY

Information was systematically gathered about Minnesota from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Minnesota appears below in Table 24-1.

TABLE 24-1. MINNESOTA: METHODS OF COLLECTING DATA

	Survey Methods, by Agency Type			
Levels of Government	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DPW officials	Telephone Interview Mailed Survey: DOE officials	Telephone Interview Mailed Survey: DOC officials	Telephone Interview Mailed Survey: DPW officials
Local Agencies[a]	Telephone Survey: All 87 local child welfare agencies	Telephone Survey: All 436 local school districts	Telephone Survey: All 87 local probation departments	Telephone Survey: 10 percent sample of the 33 local MH/MR boards to confirm state information[b]

a. The telephone survey was conducted by the Office of Delinquency Control, University of Minnesota, Minneapolis, under a subcontract to the Academy.

b. Information attributed in this profile to the state's local MH/MR boards was gathered from the state agency responsible for their supervision, DPW, and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Minnesota has the 14th largest land area (79,289 square miles) and is the 19th most populated state (3,916,105) in the United States. It has 59 cities with populations over 10,000 and eight cities with populations over 30,000. Minneapolis is the most populated city in the state, with approximately 380,000 people. St. Paul, the capital, is the second most populated city in the state with approximately 280,000 people. It has 87 counties. The estimated 1978 population of persons eight to 17 years old was 735,357.

Minnesota has six Standard Metropolitan Statistical Areas (SMSAs). Four of the SMSAs include a portion of two contiguous states, Wisconsin and North Dakota. Other contiguous states are South Dakota and Iowa.

Minnesota was ranked eighth nationally in total state and local per capita expenditures, 13th in per capita expenditures for education, and tenth in per capita expenditures for public welfare.[1]

B. Child Welfare

Child welfare services are supervised by the Department of Public Welfare's (DPW) Social Services Bureau and are administered locally in Minnesota by county welfare or social services departments. The DPW is responsible for implementing legislation, setting standards, and writing policy, as well as administering the Interstate Compact on the Placement of Children (ICPC), of which Minnesota has been a member since 1973. The 87 county welfare departments are responsible for the direct delivery of services, including administering foster care and adoption programs.

Minnesota Importation Statute 257.05 and Exportation Statute 257.06 prohibit anyone, except a parent or guardian, from sending a child to another state for foster care without obtaining prior approval from the Commissioner of Public Welfare.

C. Education

Minnesota's Department of Education (DOE) has the major responsibility for its educational system. Within DOE is the Division of Special Education, which is reported to be directly responsible for the placement of handicapped children in other states. However, the primary responsibility for the education of a handicapped child along with the responsibility of providing normal curriculum for grades K-12 remains with the local school district. The child to be placed out of state must be allowed a due process hearing prior to placement. If dissatisfied, the parents of the child can appeal the decision of the local school board to the State Commission of Education. If there is need for a final appeal, it must be made with the district court.

The DOE and the 436 local school districts work closely with the courts and the child welfare agencies in placing these children outside of Minnesota. Minnesota statute does not require school districts to obtain state approval for out-of-state placements, or even to report the information to the Department of Education. However, the DOE does fund a substantial share of the handicapped placements.

D. Juvenile Justice

The juvenile and family divisions of county courts generally have jurisdiction over dependent and neglected children and delinquent youth in Minnesota. A juvenile division of the district court in Minneapolis (Hennepin County) and a separate juvenile court in St. Paul (Ramsey County) are exceptions, however. Probation and parole services are the responsibility of county authorities.

Adjudicated delinquent youths may be referred to the Department of Corrections (DOC), which maintains two training schools and a forestry camp. The DOC has parole authority for youth under its care. Under the state's Community Corrections Act, counties receive subsidies for maintaining probation and parole services. Regional directors of the DOC supervise the program and enforce state guidelines. Other juvenile programs are supervised by the DOC's Community Services Division. They include educational and health services and a program for victims of sexual assault.

The Department of Corrections maintains records on Minnesota's children on probation and parole who are placed in other states through the Interstate Compact on Juveniles (ICJ). However, each of the county courts may also send children out of state independently of the state agency. Minnesota has been a member of the ICJ since 1957.

E. Mental Health and Mental Retardation

The Minnesota Department of Public Welfare is responsible for supervising the 33 local mental health-mental retardation boards, as well as licensing day care and residential facilities for the mentally retarded. The 33 area mental health boards in Minnesota are operated by county government but have no authority to place children out of state. Such placements are handled through the county welfare departments and the DPW.

The DPW reportedly makes out-of-state placements pursuant to the provisions of the Interstate Compact on Mental Health (ICMH). Minnesota has been a member of the compact since 1957.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The following discussion and tabular display sets forth the findings from the survey of Minnesota state and local agencies. The information is organized to include the major questions asked in regard to out-of-state placement of children.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 24-2 presents the number of children placed by state and local public agencies in states outside of Minnesota in 1978. One of the interesting features of Table 24-2 is the near absence of information about state agency involvement in out-of-state placement activities. The state child welfare and juvenile justice agencies were involved in 140 and 60 out-of-state placements, respectively, but were unable to distinguish whether or not a local agency had arranged the placements. The state mental health and mental retardation agency reported the placement of four children whom the agency helped place out of Minnesota in 1978. As mentioned in section III, all these state agencies typically maintain supervisory and standard-setting relationships to their local counterparts.

The information provided in this table should be reviewed with an understanding that the number of placements reported by any single agency may have involved another agency's cooperation. Therefore, the total local figure presented may be an overrepresentation of the involvement of local public agencies in out-of-state placement. (Further discussion of interagency cooperation will be given in Table 24-6.) Table 24-2 does show a high placement activity among local public agencies, with the exception of the local mental health and mental retardation agencies which showed no involvement in placing children into other states.

TABLE 24-2. MINNESOTA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*[b]	0	*[c]	4	4
Local Agency Placements	202	128	134	0	464
Total	202	128	134	4	468

* denotes Not Available.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund; helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 24-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. The state child welfare agency could not differentiate between those placements which were arranged by state officials and those by local officials. However, in total, the agency had knowledge of an estimated 140 out-of-state placements.

c. The state juvenile justice agency reported that, in total, an estimated 60 children were placed out of state. This number includes both locally arranged and funded placements and state agency arranged and funded placements which were court ordered.

The incidence of out-of-state placement reported by local Minnesota agencies are displayed in Table 24-3 according to the county of jurisdiction or location (in the case of school districts) of each agency type. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them. The juvenile population is also given for each Minnesota county as a point of reference. Agencies in the nine counties with a juvenile population over 10,000 account for 42 percent of all reported placements, including 47 percent of all child welfare placements and 48 percent of the placements made by local school districts in 1978. Hennepin County, the location of Minneapolis, and Ramsey County, where the Twin City of St. Paul is located, are the counties of jurisdiction for the local agencies reporting the highest number of placements in the state. It should be recalled, however, that the Minneapolis juvenile division of the district court could not report the number of children it helped to place out of state in 1978. These two counties are part of a larger SMSA within which every county except Chisago County reported out-of-state placements. In fact, all SMSA counties in the state included local agencies which placed children in 1978, with the exception of Chisago County and Olmstead County, the Rochester SMSA.

Equally as interesting in the incidence data is the fact that, in total, nearly 73 percent of all counties in Minnesota included placing agencies. The 24 counties which did not report out-of-state placements include 11 of the 15 counties with a juvenile population under 2,000 youths. Seven of the nonplacing counties are clustered near the South Dakota border and six others near the upper Wisconsin border, south of Duluth.

Itasca, Blue Earth, Lyon, Nobles, and Becker Counties stand out among the mid-size counties which reported out-of-state placements, sending larger numbers of children out of Minnesota. Nobles County is the only county among this group which is on a contiguous state border but, in general, most border counties did report placing some children out of state, especially along the Iowa, Wisconsin, and North Dakota borders.

TABLE 24-3. MINNESOTA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Aitkin	2,076	0	0	0
Anoka	42,794	2	1	2
Becker	5,327	4	5	1
Beltrami	5,537	2	0	3
Benton	4,894	0	0	1
Big Stone	1,391	0	0	0
Blue Earth	8,483	7	10 est	9
Brown	5,454	1	1	3 est
Carlton	5,696	0	0	0
Carver	6,958	2	0	3
Cass	3,432	0	0	4
Chippewa	2,911	3	0	1
Chisago	4,419	0	0	0
Clay	8,236	3 est	2	0
Clearwater	1,766	0	0	0
Cook	708	0	0	0
Cottonwood	2,694	1	0	3
Crow Wing	7,221	0	0	0
Dakota	37,076	4	1	11
Dodge	2,647	2	0	0

TABLE 24-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Douglas	4,499	0	4	3
Faribault	3,548	2	0	0
Fillmore	4,070	1	1	0
Freeborn	6,678	1	0	1
Goodhue	7,161	1	1	0
Grant	1,328	0	0	0
Hennepin	136,204	31 est	33	*
Houston	3,551	4	0	2
Hubbard	2,085	0	0	8
Isanti	4,390	0	0	2
Itasca	7,437	9	11	8
Jackson	2,679	4	0	4
Kanabec	2,226	0	0	0
Kandiyohi	5,461	0	0	0
Kittson	1,270	0	1	1
Koochiching	3,252	0	0	0
Lac Qui Parle	1,885	0	0	0
Lake	2,736	0	0	0
Lake of the Woods	797	0	0	0
Le Sueur	4,619	1	1	1
Lincoln	1,533	0	0	0
Lyon	4,778	10	1	4
McLeod	5,503	0	2	0
Mahnomen	1,349	0	0	0
Marshall	2,660	0	1	0
Martin	4,601	4	4	1
Meeker	3,682	0	2	1
Mille Lacs	3,511	0	0	0
Morrison	6,172	3	0	0
Mower	8,379	0	1	1
Murray	2,284	2	1	2
Nicollet	4,056	4	1	1
Nobles	4,355	7	5	2
Norman	1,665	1	2	0
Olmsted	17,078	0	0	0
Otter Tail	8,362	4	1	2
Pennington	2,573	1	1	1
Pine	3,453	1	0	0
Pipestone	2,163	3	3	2
Polk	6,415	2	1	3
Pope	1,920	0	0	1
Ramsey	81,110	30 est	24	14
Red Lake	1,135	0	0	0
Redwood	3,898	4	0	1
Renville	3,019	0	1	2
Rice	7,728	0	0	0
Rock	2,077	0	0	1
Roseau	2,572	0	1	1
St. Louis	38,486	13	0	2
Scott	8,891	2	0	5 est

TABLE 24-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Sherburne	4,890	1	0	0
Sibley	2,955	2	0	2
Stearns	21,486	1	0	3
Steele	5,506	0	1	0
Stevens	1,922	0	0	0
Swift	2,593	0	0	1
Todd	4,634	2	0	0
Traverse	1,140	0	0	0
Wabasha	3,566	0	0	1
Wadena	2,680	1	0	1
Waseca	3,380	0	0	0
Washington	24,016	13 est	3	5
Watonwan	2,273	2	0	0
Wilkin	1,768	1	0	0
Winona	7,623	2	0	0
Wright	10,359	1	0	3
Yellow Medicine	2,552	0	0	0
Multicounty Jurisdiction				
Ramsey, Washington		--	0	--
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		202 est	128 est	134 est
Total Number of Local Agencies Reporting		87	436	87

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources; the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

This section on local Minnesota agency practices begins with an overview of the involvement of local agencies in out-of-state placements. As can be seen in Table 24-4, all local agencies participated in the survey and only one local juvenile justice agency could not report on its involvement. However, this agency, the Minneapolis juvenile division of the district court, annually serves a large number of juveniles.

Over one-half of the local child welfare and juvenile justice agencies reported out-of-state placements. In contrast, less than 12 percent, or 49, of the 436 local school districts were involved in such placement activity in 1978. None of the local mental health agencies placed children in other states in 1978.

TABLE 24-4. MINNESOTA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Agencies Which Reported Out-of-State Placements	46	49	46	0
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	0	1	0
Agencies Which Did Not Place Out of State	41	387	40	33
Agencies Which Did Not Participate in the Survey	0	0	0	0
Total Local Agencies	87	436	87	33

Those local agencies which did not report making out-of-state placements in 1978 were asked to give reasons for not becoming involved in this practice. There is a very strong correspondence between the responses of child welfare and juvenile justice agencies to this question. Almost all agencies of both types felt that Minnesota had sufficient programs available for serving children in state. Similarly, the majority of the local school districts give this response. However, unlike the other agencies, an additional 15 percent of the nonplacing school districts stated the agency did not have funds available to place children in out-of-state settings. Also, 15 percent of these education agencies specified in the "other" category that parental disapproval of such a placement prevented the action. Smaller numbers of school districts also stated that they did not place children out of Minnesota because it was against agency policy, it involved too much red tape (both under "other"), and they lacked statutory authority to become involved in the activity.

All 33 local mental health and mental retardation agencies did not place children out of state, reporting that they lacked funds for such placements and that such placements were against agency policy (responded to in "other"). Nearly all these agencies reported lacking statutory authority to place children out of Minnesota, as well.

TABLE 24-5. MINNESOTA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Lacked Statutory Authority	0	14	0	31
Restricted[b]	0	1	0	0
Lacked Funds	1	57	0	33
Sufficient Services Available in State	40	385	39	2
Other[c]	4	119	11	33
Number of Agencies Reporting No Out-of-State Placements	41	387	40	33
Total Number of Agencies Represented in Survey	87	436	87	33

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Table 24-6 illustrates the extent of interagency cooperation reported by local agencies in placing children into other states. Because local mental health and mental retardation agencies reported no out-of-state placements in 1978, they have been eliminated from this table and many of those following. Clearly, local Minnesota agencies are greatly involved with other public agencies in arranging out-of-state placements, with between 85 and 90 percent of the placing agencies reporting such cooperation. The cooperative placements made by the child welfare, education, and juvenile justice agencies account for 70, 91, and 90 percent, respectively, of each agency's total reported placements.

TABLE 24-6. MINNESOTA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Juvenile Justice	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	46	53	49	11	46	53
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	39	85	44	90	39	85
Number of CHILDREN Placed Out of State	202	100	128	100	134	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	142	70	117	91	120	90

a. See Table 24-4.

The conditions of children who were placed out of state are indicated in Table 24-7. The most frequent category responded to by all local Minnesota agencies to describe the children sent out of state was juvenile delinquents. Mentally ill/emotionally disturbed children as well as battered, abandoned, or neglected children were also reported to have been placed outside of Minnesota by a large number of the local child welfare agencies. In addition, children who were mentally retarded or developmentally disabled or showed unruly/disruptive or truant behavior were also sent outside of Minnesota by these agencies. Single agencies reported sending those who were pregnant and youth with substance abuse problems out of state.

Similar to child welfare agency responses, the education agencies frequently mentioned unruly/disruptive and emotionally disturbed children. They also reported sending truant youth, children with alcohol or drug problems, physically or mentally handicapped children, and battered, abandoned, or neglected children. Of equal interest is the fact that no school district reported placing children with special education needs. The local juvenile justice agencies, as compared to other local agencies, reported with the most frequency children with unruly/disruptive, truant or delinquent behavior, and children with problems associated with substance abuse. These juvenile justice agencies were also involved in placing children who were emotionally disturbed and those battered, abandoned, or neglected.

The wide variety of conditions or statuses attributed to children placed out of state by local agency types makes the findings on interagency cooperation discussed in Table 24-6 even more significant.

TABLE 24-7. MINNESOTA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Physically Handicapped	0	5	0
Mentally Retarded or Developmentally Disabled	4	4	0
Unruly/Disruptive	6	21	26
Truant	3	8	16
[illegible]enile Delinquent	26	24	41
[illegible]tally Ill/Emotionally [illegible]urbed	25	22	9
Pregnant	1	0	0
Drug/Alcohol Problems	1	7	21
Battered, Abandoned, or Neglected	17	3	4
Adopted	0	0	0
Special Education Needs	0	0	0
Multiple Handicaps	0	0	0
Other	0	0	0
Number of Agencies Reporting	46	49	46

a. Some agencies reported more than one type of condition.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Minnesota's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Minnesota agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 24-1. No more than 17 percent of the placing agencies in any service type were Phase II agencies in 1978. This proportion of local child welfare agencies were in this category, while ten percent of the placing school districts and 15 percent of the juvenile justice agencies were Phase II agencies.

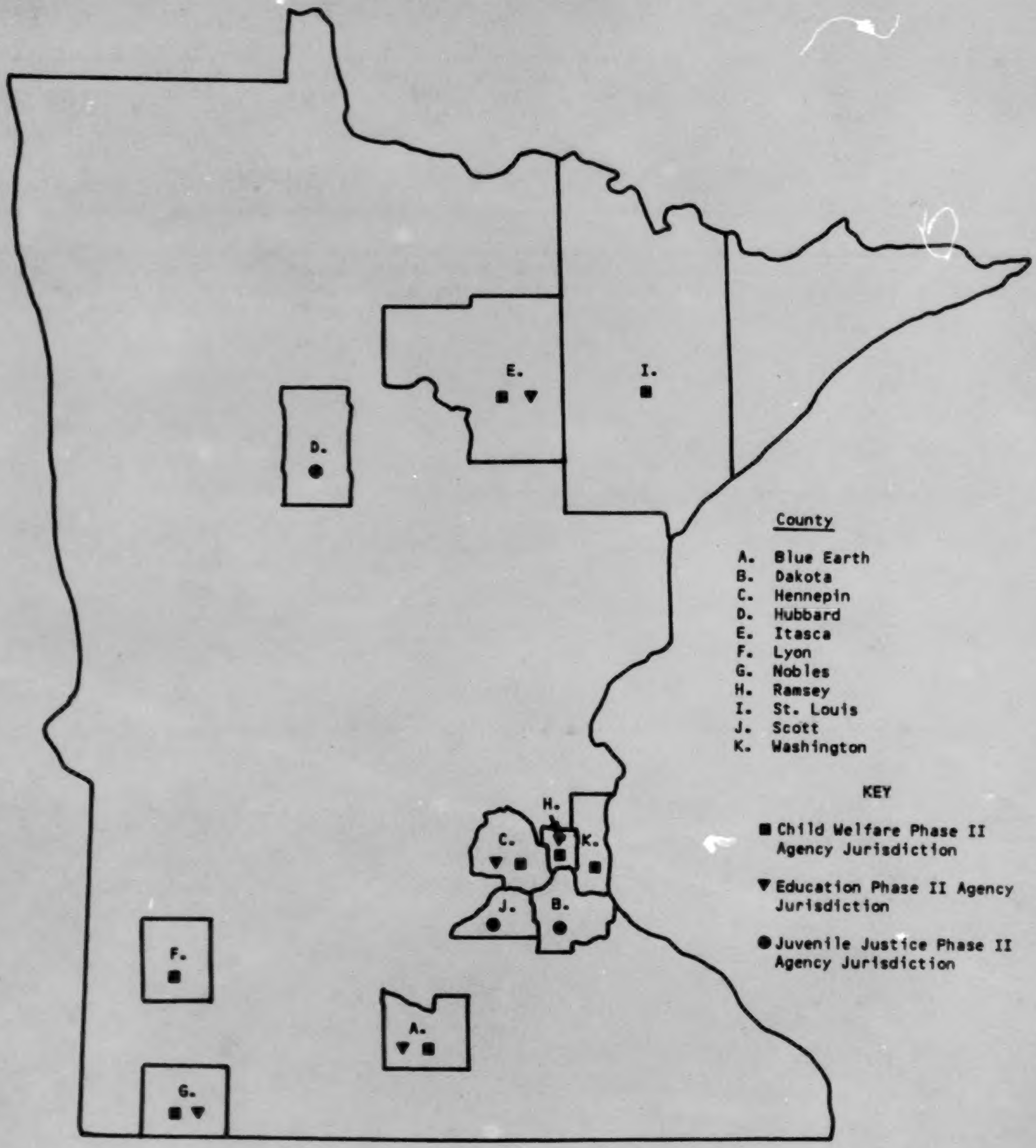
The eight Phase II child welfare agencies, however, placed 59 percent of the 202 children reported sent out of Minnesota by this agency type. Similarly, the smaller proportion of education and juvenile justice Phase II agencies arranged 45 percent of the placements made by their agency type. Certainly, the following information about out-of-state placements provided by these Phase II agencies reflects a significant portion of all the locally arranged placements made in 1978.

FIGURE 24-1. MINNESOTA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice
Number of AGENCIES	87	436	87
Number of AGENCIES Reporting Out-of-State Placements in 1978	46	49	46
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	8	5	7
Number of CHILDREN Placed Out of State in 1978	202	128	134
Number of CHILDREN Placed by Phase II Agencies	120	57	60
Percentage of Reported Placements in Phase II	59	45	45

The 20 Phase II agencies in Minnesota serve 11 counties which are illustrated in Figure 24-2. Three counties, Blue Earth, Itasca, and Ramsey, are served by Phase II agencies of all three agency types. Five Phase II counties are clustered in the Minneapolis-St. Paul SMSA, and St. Louis County constitutes another SMSA. The remaining Phase II agencies serve five counties which are in less populated areas, but within the same two general areas of the state as the others.

FIGURE 24-2. MINNESOTA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES



County

A. Blue Earth
B. Dakota
C. Hennepin
D. Hubbard
E. Itasca
F. Lyon
G. Nobles
H. Ramsey
I. St. Louis
J. Scott
K. Washington

KEY

■ Child Welfare Phase II Agency Jurisdiction

▼ Education Phase II Agency Jurisdiction

● Juvenile Justice Phase II Agency Jurisdiction

Local Minnesota Phase II agencies were asked to report the destinations of those placements. This information, when it could be supplied, is displayed in Table 24-8. Phase II child welfare and juvenile justice agencies were able to report over 98 percent of these agencies' total placements. In contrast, destination data was available for only 39 percent of the 57 educational placements for which destinations were requested.

The eight reporting Phase II child welfare agencies placed children in 16 states and one child was sent to Canada. Minnesota children were predominately sent by these agencies to the contiguous states of Wisconsin and South Dakota, as can be seen in Figure 24-3. Phase II child welfare agencies also reported sending seven children to California, four children to Texas, four to neighboring Iowa, and three children to settings in Idaho, Kentucky, and Mississippi. Bordering North Dakota also received two children from the local Minnesota Phase II child welfare agencies, and Hawaii, Indiana, Kansas, Maine, Massachusetts, New York, and Pennsylvania received one child each from these agencies.

The Phase II local school districts tended to favor South Dakota and Wisconsin as receiving states for Minnesota children. Two children were also reported sent to Idaho and one child was placed in 1978 in Texas. Local Phase II juvenile justice agencies showed similar destination patterns to those reported by the child welfare and education agencies, South Dakota and Wisconsin being the predominant destination states. Residential settings in California, Iowa, and Montana also received juvenile justice placements. Ten other states across the country each received one child from the seven reporting Minnesota Phase II juvenile justice agencies.

TABLE 24-8. MINNESOTA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

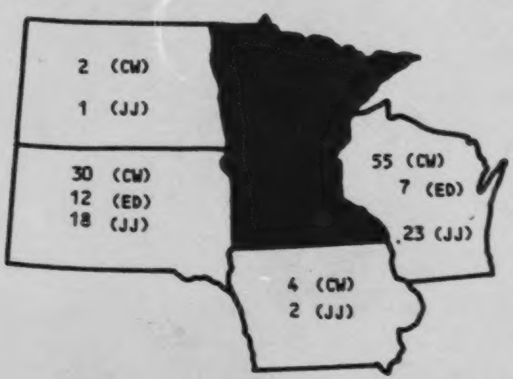
Destinations of Children Placed Out of State	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
California	7		4
Florida			1
Hawaii	1		
Idaho	3	2	
Illinois			1
Indiana	1		
Iowa	4		2
Kansas	1		
Kentucky	3		
Maine	1		1
Massachusetts	1		
Mississippi	3		
Montana			2
New Jersey			1
New York	1		
North Dakota	2		1
Oregon			1
Pennsylvania	1		1
South Dakota	30	12	18
Texas	4	1	
Virginia			1
Washington			1
Wisconsin	55	7	23
Wyoming			1
Canada	1		
Placements for Which Destinations Could Not be Reported by Phase II Agencies	1	35	1

TABLE 14-8. (Continued)

Destinations of Children Placed Out of State	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
Total Number of Phase II Agencies	8	5	7
Total Number of Children Placed by Phase II Agencies	120	57	60

Figure 24-3 illustrates the predominant use of border states by local Minnesota Phase II agencies, particularly child welfare and juvenile justice agencies. Seventy-six percent of the Phase II child welfare out-of-state placements for which destinations were reported went to border states. Juvenile justice agencies reported these states to be the setting for 75 percent of the placements for which destinations were identified. The Phase II school districts reported destinations in only two border states, South Dakota and Wisconsin. These two states, in total, received 73 percent of all the children for whom destinations were reported by all Phase II agencies.

FIGURE 24-3. MINNESOTA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO MINNESOTA BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II child welfare agencies reported destinations for 119 children. Local Phase II education agencies reported destinations for 22 children. Local Phase II juvenile justice agencies reported destinations for 59 children.

The reasons why local Phase II agencies placed children out of Minnesota are reported in Table 24-9. Previous success with an out-of-state facility was the reason selected by all eight local child welfare agencies. Five agencies also reported that they perceived Minnesota to lack comparable services to those used in other states. An identical number of agencies selected to place a child out of state in order to live with relatives.

The four reporting school districts said that Minnesota did not have services comparable to those in other states for the care and treatment of children. The majority of the juvenile justice agencies mentioned that the out-of-state residential setting was preferential to placing a child in a Minnesota public institution, and a similar number said that they had experienced previous success with certain out-of-state programs. The remaining reasons given by all agency types were diverse and included all possible reasons offered for selection.

TABLE 24-9. MINNESOTA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	3	1	1
Previous Success with Receiving Facility	8	3	5
Sending State Lacked Comparable Services	5	4	4
Standard Procedure to Place Certain Children Out of State	1	2	1
Children Failed to Adapt to In-State Facilities	4	3	3
Alternative to In-State Public Institutionalization	2	3	5
To Live with Relatives (Non-Parental)	5	0	4
Other	4	0	2
Number of Phase II Agencies Reporting	8	4[b]	7

a. Some agencies reported more than one reason for placement.

b. One local Phase II agency did not respond.

Local agencies placing five or more children were also asked to report the most frequent type of residential setting used for these out-of-state placements in 1978. Table 24-10 shows that the majority of agencies in every service type and all the responding school districts reported that residential treatment or child care facilities were more frequently selected for children sent out of Minnesota for care. Child welfare agencies also reported sending children to live with relatives or foster families. The local juvenile justice agencies similarly reported placements in relatives' homes in other states.

TABLE 24-10. MINNESOTA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Residential Treatment/Child Care Facility	5	4	5
Psychiatric Hospital	0	0	0
Boarding/Military School	0	0	0
Foster Home	2	0	0
Group Home	0	0	0
Relative's Home (Non-Parental)	1	0	1
Adoptive Home	0	0	0
Other	0	0	1
Number of Phase II Agencies Reporting	8	4[a]	7

[a] One local Phase II agency did not respond.

Information was also collected from Phase II agencies about their monitoring practices. The findings about the methods and time intervals used by these agencies to follow up on children are summarized in Table 24-11. In terms of regularly scheduled monitoring practices, the most frequent response was given by Phase II child welfare agencies to the use of written quarterly progress reports. The next most frequently mentioned monitoring method was making telephone calls to check on children out of state on a quarterly basis or at irregular intervals. It is noteworthy that on-site vists were made on a regular basis by a few child welfare agencies, and at irregular intervals by a single agency.

The most freqently mentioned monitorings by local Phase II school districts were progress reports written at annual or semiannual intervals and on-site visits conducted at irregular intervals. A single agency also reported making telephone calls twice a year to discuss the child's progress.

Making telephone calls on regular or irregular intervals to check on the child's progress was the most frequent monitoring method used by the local Phase II juvenile justice agencies. The agencies also reported requesting written progress reports on a quarterly or semiannual basis.

TABLE 24-11. MINNESOTA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]		
		Child Welfare	Education	Juvenile Justice
Written Progress Reports	Quarterly	8	0	4
	Semiannually	0	2	2
	Annually	0	1	0
	Other[b]	0	1	0
On-Site Visits	Quarterly	3	0	1
	Semiannually	1	0	1
	Annually	1	0	0
	Other[b]	1	2	2
Telephone Calls	Quarterly	4	0	2
	Semiannually	0	1	0
	Annually	0	0	0
	Other[b]	4	0	5
Other	Quarterly	0	0	0
	Semiannually	0	0	0
	Annually	0	0	0
	Other[b]	0	0	1
Total Number of Phase II Agencies Reporting		8	4[c]	7

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

c. One local Phase II agency did not respond.

Expenditure of local funds for out-of-state placements was not reported by any of the placing local Phase II agencies.

D. Use of Interstate Compacts by State and Local Agencies

The survey of local agencies in Minnesota also determined the extent to which interstate compacts were utilized to arrange out-of-state placements. A review of Table 24-12 indicates that 86 of the 141 agencies which placed children out of state in 1978 reported that none of their placements were arranged through an interstate compact. Between 52 and 54 percent of the child welfare and juvenile justice agencies, however, reported utilizing a compact for at least some of their out-of-state placements. In both service types, six Phase II agencies reported compact utilization with all six child welfare agencies specifying use of the Interstate Compact on the Placement of Children and one also identifying use of the Interstate Compact on Juveniles. The six Phase II juvenile justice agencies reported the exact opposite utilization, six using ICJ and one also arranging placements through ICPC. No use was reported by either agency type of the Interstate Compact on Mental Health.

Of the two education agencies which reported utilizing an interstate compact in 1978, one was a Phase II agency. This school district reported only arranging placements through the ICPC. However, three other Phase II education agencies could not report if they had used any of the three relevant compacts.

TABLE 24-12. MINNESOTA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	38	44	39
• Number Using Compacts	18	1	19
• Number Not Using Compacts	20	42	20
• Number with Compact Use Unknown	0	1	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	8	5	7
• Number Using Compacts	6	1	6
Interstate Compact on the Placement of Children			
Yes	6	1	1
No	2	1	6
Don't Know	0	3	0
Interstate Compact on Juveniles			
Yes	1	0	6
No	6	2	1
Don't Know	1	3	0
Interstate Compact on Mental Health			
Yes	0	0	0
No	7	2	7
Don't Know	1	3	0
• Number Not Using Compacts	2	1	1
• Number with Compact Use Unknown	0	3	0
TOTALS			
Number of AGENCIES Placing Children Out of State	46	49	46
Number of AGENCIES Using Compacts	24	2	25
Number of AGENCIES Not Using Compacts	22	43	21
Number of AGENCIES with Compact Use Unknown	0	4	0

Further knowledge concerning the utilization of interstate compacts is acquired through consideration of the information given in Table 24-13. This table indicates the number of children who were or were not placed out of state with a compact. An examination of the overall trend shows that a total of 239 children were placed in out-of-state residential care in 1978 without the use of a compact. In fact, more children were placed out of Minnesota without the use of a compact than were placed with such utilization by each agency type except for a slight trend in the opposite direction in juvenile justice.

Again, among Phase II child welfare agencies utilizing a compact, the predominant use of the Interstate Compact on the Placement of Children is apparent, while the 70 percent of Phase II juvenile justice placements which were arranged through the Interstate Compact on Juveniles is not as high a proportion as Table 24-12 appears to imply.

Interestingly, seven children placed by the Phase II school district utilizing a compact were reported to have been placed with the use of the ICPC. This compact does not include placements to facilities solely educational in nature, implying the use of other types of out-of-state residential care.

TABLE 24-13. MINNESOTA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN		
	Child Welfare	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	82	71	74
• Number Placed with Compact Use	18	1	19
• Number Placed without Compact Use	40	68	36
• Number Placed with Compact Use Unknown[a]	24	2	19
CHILDREN PLACED BY PHASE II AGENCIES	120	57	60
• Number Placed with Compact Use[b]	57	7	40
Number through Interstate Compact on the Placement of Children	53	7	12
Number through Interstate Compact on Juveniles	4	0	28
Number through Interstate Compact on Mental Health	0	0	0
• Number Placed without Compact Use	55	20	20
• Number Placed with Compact Use Unknown	8	30	0
TOTALS			
Number of CHILDREN Placed Out of State	202	128	134
Number of CHILDREN Placed with Compact Use	75	8	59

TABLE 24-13. (Continued)

Children Placed Out of State	Number of CHILDREN Child Welfare	 Education	 Juvenile Justice
Number of CHILDREN Placed without Compact Use	95	88	56
Number of CHILDREN Placed with Compact Use Unknown	32	32	19

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact-arranged and the others are included in the category "number placed with compact use unknown."

The extent of Minnesota local agencies' utilization of interstate compacts to facilitate the out-of-state placement of children is illustrated in the following Figures 24-4, 5, and 6. These figures illustrate the percentage of placements compact arranged, noncompact arranged, and undetermined with respect to compact use.

FIGURE 24-4. MINNESOTA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

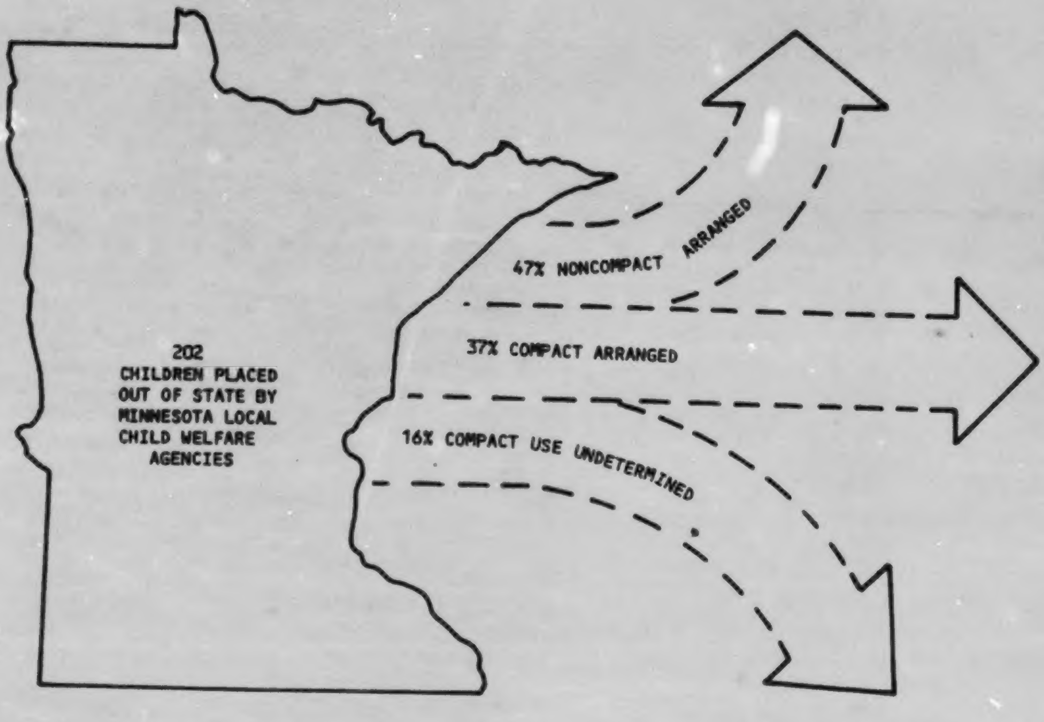

202
CHILDREN PLACED
OUT OF STATE BY
MINNESOTA LOCAL
CHILD WELFARE
AGENCIES
47% NONCOMPACT ARRANGED
37% COMPACT ARRANGED
16% COMPACT USE UNDETERMINED

FIGURE 24-5. MINNESOTA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

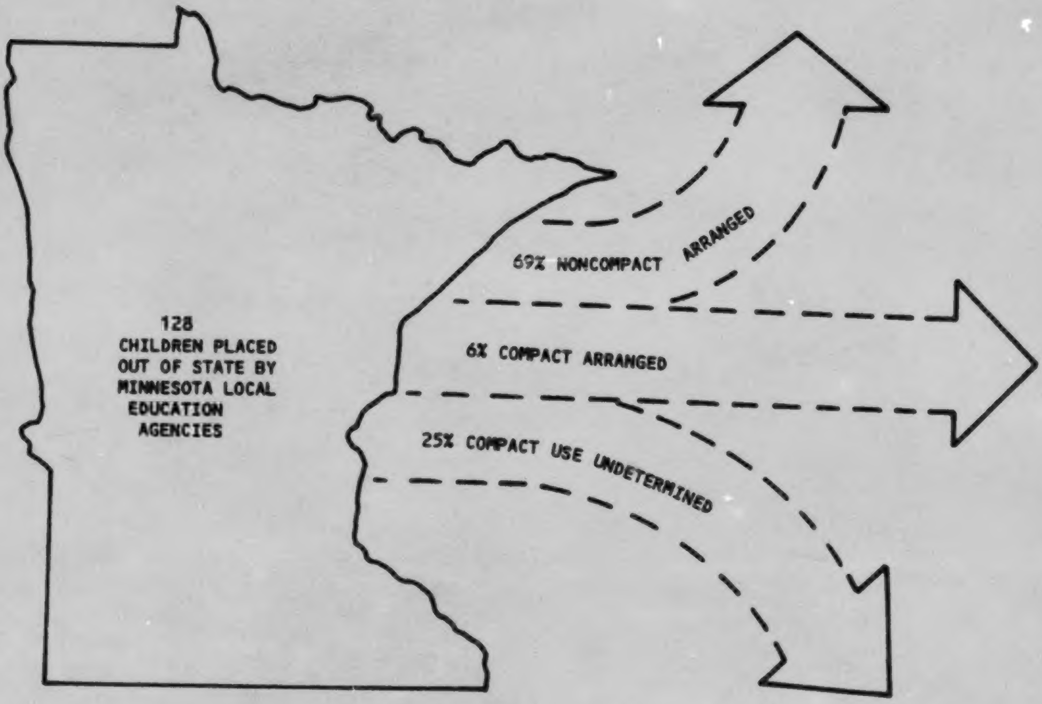
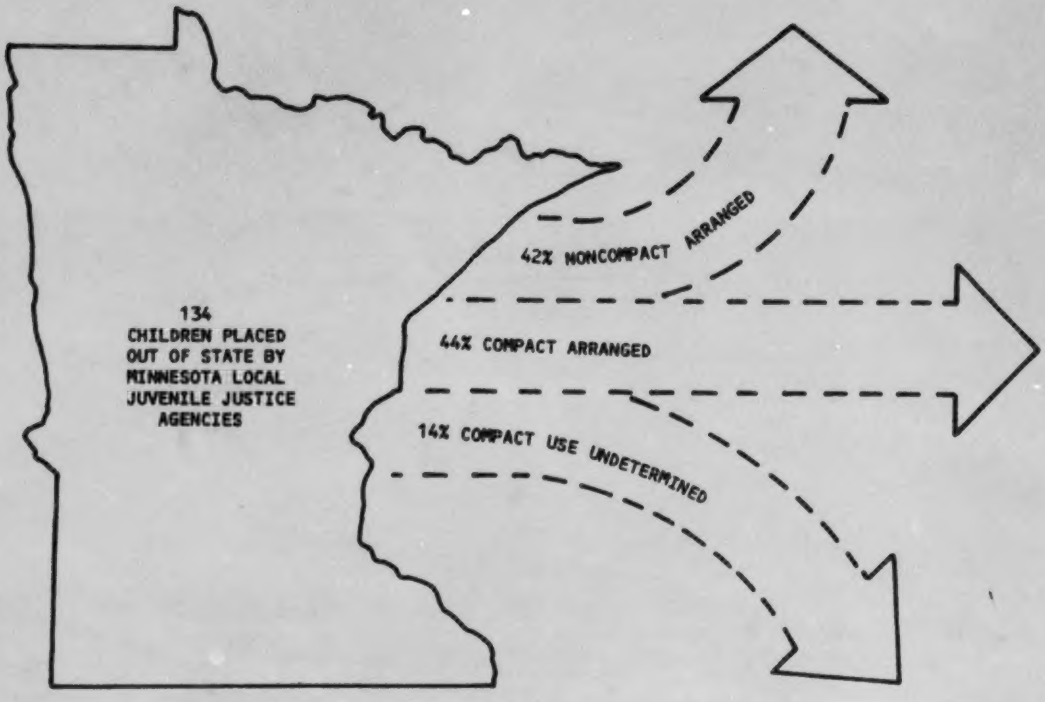

128
CHILDREN PLACED OUT OF STATE BY MINNESOTA LOCAL EDUCATION AGENCIES
69% NONCOMPACT ARRANGED
6% COMPACT ARRANGED
25% COMPACT USE UNDETERMINED

FIGURE 24-6. MINNESOTA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978


134
CHILDREN PLACED
OUT OF STATE BY
MINNESOTA LOCAL
JUVENILE JUSTICE
AGENCIES
42% NONCOMPACT ARRANGED
44% COMPACT ARRANGED
14% COMPACT USE UNDETERMINED

Minnesota state agencies' reports of compact utilization are displayed in Table 24-14, along with the total number of placements determined to be made by local and state agencies of each service type. Because of the inability of the state child welfare and juvenile justice agencies to distinguish between locally and state-arranged placements, this information is designated as unavailable in the table.

Unlike the local education agencies, the state education agency reported no interstate compact use to have occurred in 1978. In contrast, all four children reported to have been placed out of Minnesota by the state mental health and mental retardation agency were placed with the use of a compact.

TABLE 24-14. MINNESOTA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES, IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	*	128	*	4
Total Number of Compact-Arranged Placements Reported by State Agencies	140	0	60	4
Percentage of Compact-Arranged Placements	*	0	*	100

* denotes Not Available.

E. The Out-of-State Placement Practices of State Agencies

Minnesota state agencies did not report complete information about their involvement in the out-of-state placement of children, as can be seen in Table 24-15. It should be recalled from the discussion of Table 24-2 that the state child welfare agency reported 140 placements, all compact arranged, but could not differentiate between those placements which were arranged by state officials and those by local agencies. The Department of Education reported to have not arranged any out-of-state placements in 1978 and information about their involvement with locally arranged placements was not available. As noted in section III of this profile, the local school districts are not required to report out-of-state placements to the state agency. The state juvenile justice agency reported 60 compact arranged placements, but like the state child welfare agency's response, this state agency could not totally separate locally arranged and court-ordered but state-arranged placements.

The state mental health and mental retardation agency reported four out-of-state placements, none of which were arranged by a local agency. This information was confirmed by the local survey.

TABLE 24-15. MINNESOTA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	*	0	0	0
Locally Arranged but State Funded	*	*	0	0
Court Ordered, but State Arranged and Funded	0	0	*	*
Subtotal: Placements Involving State Funding	*	*	*	*
Locally Arranged and Funded, and Reported to State	*	0	*	0
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	1
Other	*	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	140	*	60	4

* denotes Not Available.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

Among the state agencies contacted, information on the destination of children placed out of Minnesota in 1978 was only available from the state juvenile justice and mental health and mental retardation agencies. A list of receiving states is given in Table 24-16. Out-of-state placements reported by the state juvenile justice agency were made to 19 states, and the greatest number were sent to Texas, South Dakota, and Missouri, receiving seven, six, and five children respectively. Two to four children were sent to Iowa, Nebraska, and Michigan, which are located in the same region of the United States as Minnesota. The more distant states of Washington, Virginia, Oklahoma, Florida, and Colorado received at least two children, and the remaining placements were distributed among eight states. One striking difference between this state-supplied information and that received from local juvenile justice agencies (Table 24-8) is the absence of any reported placements to Wisconsin and the significantly smaller number of children reported to be sent to South Dakota. All four placements reported by the state mental health and mental retardation agency were made to residential settings in Wisconsin.

TABLE 24-16. MINNESOTA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Colorado			2	0
Florida			2	0
Iowa			4	0
Maine			1	0
Massachusetts			1	0
Michigan			2	0
Missouri			5	0
Montana			1	0
Nebraska			2	0
Nevada			1	0
New York			1	0
Oklahoma			2	0
Oregon			1	0
South Dakota			6	0
Texas			7	0
Utah			1	0
Virginia			3	0
Washington			4	0
Wisconsin				4
Wyoming			1	0
Placements for Which Destinations Could Not be Reported by State Agencies	All	All	13	0
Total Number of Placements	140	*	60	4

* denotes Not Available.

Conditions describing children reported placed out of Minnesota by state agencies are listed by agency type in Table 24-17, with the exception of education which did not report this information. The state child welfare agency noted that there were physically, mentally, and emotionally handicapped children among those placed out of state in 1978. Also, it was reported that juvenile delinquents and unruly/disruptive children, as well as battered, abandoned, or neglected children were also placed out of Minnesota. Adopted and foster children were also mentioned.

The state juvenile justice agency only reported the placement of adjudicated delinquents, a much more limited response than from local agencies. Mental health and mental retardation officials at the state level reported that mentally handicapped children were placed out of state in 1978.

TABLE 24-17. MINNESOTA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a] Child Welfare	 Juvenile Justice	 Mental Health and Mental Retardation
Physically Handicapped	X	0	0
Mentally Handicapped	X	0	X
Developmentally Disabled	X	0	0
Unruly/Disruptive	X	0	0
Truants	0	0	0
Juvenile Delinquents	X	X	0
Emotionally Disturbed	X	0	0
Pregnant	0	0	0
Drug/Alcohol Problems	0	0	0
Battered, Abandoned, or Neglected	X	0	0
Adopted Children	X	0	0
Foster Children	X	0	0
Other	0	0	0

a. X indicates conditions reported.

These state agencies reported the type of residential setting they most frequently used for the children they placed out of Minnesota in 1978. The state child welfare agency reported most often sending children to out-of-state foster homes. Relatives' homes outside of Minnesota were most frequently used by the state juvenile justice agency. The state mental health and mental retardation agency most often placed children in state-operated psychiatric hospitals in Wisconsin.

Finally, state agencies were asked to report their expenditures for out-of-state placements in 1978. No public funds were spent for the state-reported juvenile justice placements. All other agencies could not supply expenditure information either by source of funds or total amount spent.

F. State Agencies' Knowledge of Out-of-State Placements

The shortage of information supplied by Minnesota state agencies is visible in Table 24-18. What is not displayed in this table is the discrepancy between the total number of placements reported to be known to the state agencies and what local agencies reported in the local survey. These discrepancies are illustrated in Figure 24-7. The state child welfare agency reported knowledge of 140 children being placed out of state with compact use, while the local survey identified 202 such placements to have occurred among the local child welfare agencies and with only 37 percent (75 placements) having been processed through a compact. The state juvenile justice agency reported 60 children to have been placed out of Minnesota with compact use in 1978. Local agencies reported arranging 134 placements, 59 with compact utilization according to their own survey responses.

It was not determined how many of the 128 children reported to have been placed out of state in 1978 by local school districts were known to the state agency. It should be recalled from section III that

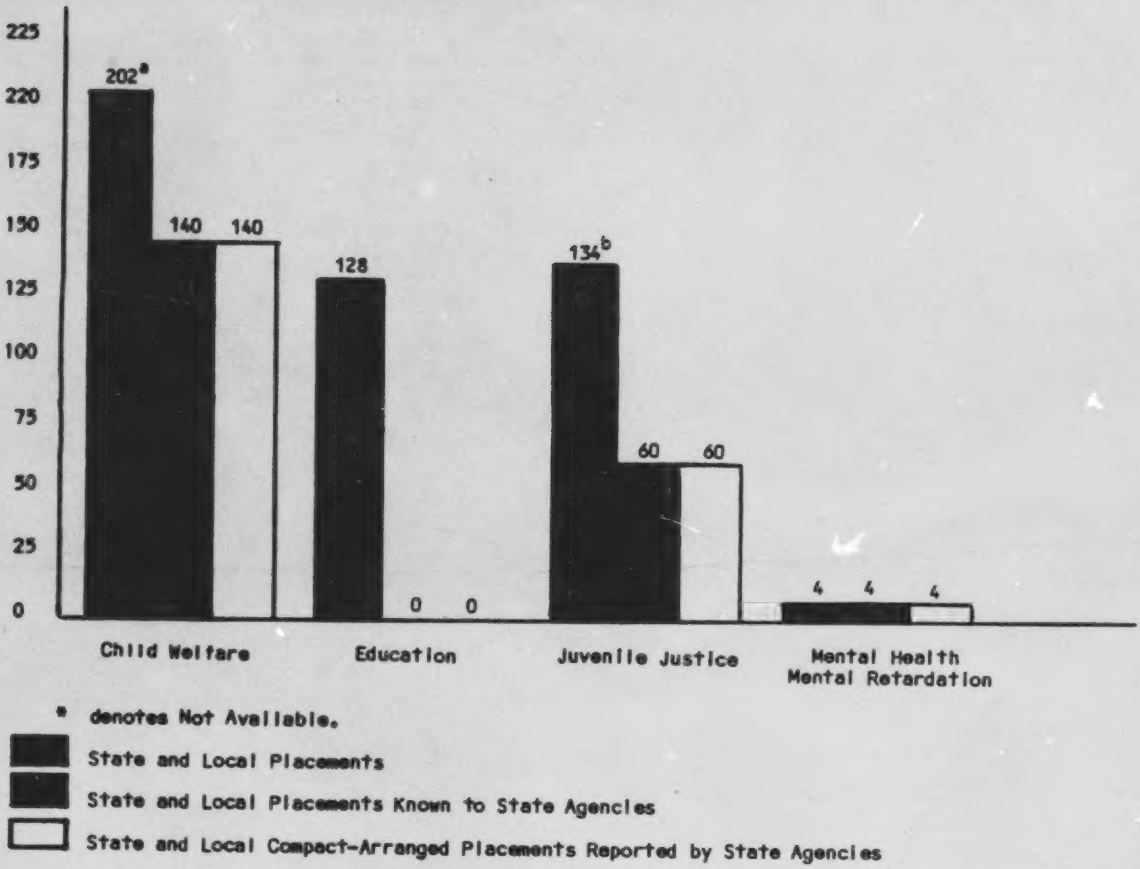
state education agency approval is not required for out-of-state placements, although state funding is often used for placements of the handicapped. In contrast, the state mental health and mental retardation agency accurately reported on the non-existence of local out-of-state placements, and was also able to report its own placement of four children, with the use of a compact.

TABLE 24-18. MINNESOTA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*	128	*	4
Total Number of Placements Known to State Agencies	140	*	60	4
Percentage of Placements Known to State Agencies	*	*	*	100

* denotes Not Available.

FIGURE 24-7. MINNESOTA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. This number only represents placements arranged by local child welfare agencies. The state child welfare agency reported an estimated 140 out-of-state placements, but could not differentiate between those placements which were arranged by state officials and those by local officials.

b. This number only represents placements arranged by local juvenile justice agencies. The state juvenile justice agency reported that in total an estimated 60 children were placed out of state. This number included both locally arranged and state-arranged placements.

V. CONCLUDING REMARKS

Upon review of the information obtained from the survey of Minnesota state and local public agencies, some overall conclusions about their out-of-state placement practices deserve comment.

- Although the Department of Education funds a substantial share of local education placements, the state agency had incomplete knowledge of the numbers and destinations of children that were placed out of Minnesota by the local school districts.

- A high degree of interagency cooperation in the arrangement of out-of-state placements occurred among local Minnesota agencies, which all reported a wide diversity of conditions experienced by these children. Also, 65 percent of all these local agencies reported sending juvenile delinquents to out-of-state settings.

- The state child welfare, juvenile justice, and mental health and retardation agencies reported using an interstate compact for every out-of-state placement they reported to be made by either state or local agencies. However, the local agencies surveyed indicated less than complete utilization for the larger number of children they reported to be outside of Minnesota, indicating legal and service responsibility for some children must be determined more informally.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Minnesota in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, *County and City Data Book, 1977 (A Statistical Abstract Supplement)*, Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in *Statistical Abstract of the United States: 1979 (100th Edition)*, Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN NEBRASKA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly John Clark and Adria Bace, Special Education Section, Department of Education; Arleta Fritts, Coordinator of Foster Care, Division of Social Services, Department of Public Welfare; Larry Tewes, Compact Administrator, Department of Correctional Services; Robert Keller, State Probation Administrator, Probation Administration; Marjorie M. Smith, Compact Correspondent, Department of Public Institutions; Carole Schonleber, Deputy Probation Supervisor, Probation Administration; and Arthur Pohlen, Supervisor of Children's Services, Juvenile Parole Division, Department of Correctional Services.

II. METHODOLOGY

Information was systematically gathered about Nebraska from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Nebraska appears below in Table 28-1.

TABLE 28-1. NEBRASKA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DPW officials	Telephone Interview Mailed Survey: DOE officials	Telephone Interview Mailed Survey: DCS officials and SPA Officials	Telephone Interview Mailed Survey: DPI officials	Telephone Interview Mailed Survey: DPI officials
Local Agencies[a]	Telephone Survey: All 93 local child welfare agencies	Telephone Survey: 10 percent sample of the 1,057 school districts to verify state information[b]	Telephone Survey: All 3 local probation departments	Telephone Survey: All 9 local mental health agencies	Telephone Survey: All 6 local mental retardation agencies

a. Telephone survey data was collected by the Nebraska League of Women Voters of Lincoln under a subcontract to the Academy.

b. Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Nebraska has the 15th largest land area (76,838 square miles) and is the 35th most populated state (1,543,678) in the United States. Nebraska is primarily a rural state with 12 cities over 10,000 in population and only five cities with more than 20,000 people. Omaha is the largest city, with over 370,000 people, and Lincoln, the capital, is the second largest city with just over 163,000 people. It has 93 counties. Estimated 1978 population of persons eight to 17 years old was 273,888.

There are three Standard Metropolitan Statistical Areas (SMSAs) in Nebraska containing the four counties of Dakota (Sioux City), Douglas and Sarpy (Omaha), and Lancaster (Lincoln). The Sioux City and Omaha SMSAs include part of the state of Iowa. Other states contiguous to Nebraska are Colorado, Kansas, Missouri, South Dakota, and Wyoming.

Nebraska has been ranked 31st in total state and local public per capita expenditures, 21st in total per capita education expenditures, and 44th in total per capita public welfare expenditures. Nebraska shares the latter rank with Nevada.[1]

B. Child Welfare

Nebraska's Department of Public Welfare (DPW) has the major responsibility for its child welfare system. Within the DPW is the Division of Social Services (DSS) which supervises child welfare programs at the state level and through six regional offices. Services are administered by the 93 county departments

of public welfare in Nebraska. As a member of the Interstate Compact on the Placement of Children (ICPC) since 1974, out-of-state placements by the independent county offices are reported to be made to the state compact administrator. However, this procedure may not always take place, due to the partial local funding and independent management of these county offices.

C. Education

Nebraska's Department of Education (DOE) has the major responsibility for its educational system. The 1,057 school districts in Nebraska offer special education services as well as the normal K-12 curriculum, and report their plans to place a child out of state for special services to the Department of Education. A departmental regulation requires that the cost of the residential portion of such placements be paid by the state office and it is, therefore, to the benefit of a local district to consistently report placements.

D. Juvenile Justice

Jurisdiction over dependent, neglected, and delinquent children and youth is held by the 21 district courts, which hear juvenile matters in each of the 93 county courts in Nebraska. There are special juvenile divisions of the courts in the three largest counties: Douglas (Omaha), Lancaster (Lincoln), and Sarpy (suburban Omaha). These counties have their own juvenile probation officers who are employees of the courts. All probation services for juveniles in other counties are handled by the State Probation Administration which maintains a staff of probation officers.

The Department of Correctional Services (DCS), which handles juvenile parole and administers the Interstate Compact on Juveniles (ICJ), reports that there are few out-of-state placements of children. The few out-of-state placements made to foster homes or for supervisory aftercare are regularly reported to the compact administrator. The state joined the ICJ in 1963.

E. Mental Health and Mental Retardation

Both mental health and mental retardation institutional services are administered through the Department of Public Instructions' Medical Services Division, which also coordinates community mental health services. These services are multicounty operated, under the supervision of six regional boards of county commissioners. The regions are divided into 12 catchment areas, three of which subsidize for services from private agencies. The remaining catchment areas have public mental health centers. Community mental retardation services are coordinated by the Department of Public Institutions' Office of Mental Retardation and are divided into six multicounty service cooperatives under the supervision of the six regional boards of county commissioners. The DPI administers the ICMH, which Nebraska joined in 1969.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

This section of the Nebraska state profile describes the results of the survey of state and local agencies. It is organized to address some of the important issues relevant to out-of-state placement that were raised in Chapter 1.

A. The Number of Children Placed in Out-of-State Residential Settings

An introduction to the overall issue of out-of-state placement is provided in Table 28-2, which summarizes the placement activity which was discovered among state and local agencies.

Before proceeding to the table, some description is required about the agencies which were contacted to ensure proper interpretation of the data. There are two state agencies which have responsibilities in the area of juvenile justice and it was necessary to contact each of them to get complete information on out-of-state placements. Juvenile Justice I is used to indicate information provided by the Department of Correctional Services and Juvenile Justice II indicates information provided by the State Probation Administration. These labels are used in Table 28-2 as well as other tables in the profile presenting state agency data. Local out-of-state placement information was collected from the three county-operated probation departments.

The Department of Public Institutions administers mental health and mental retardation services at the state level, and supervises similar types of services at the local level. A single source within the department was able to provide comprehensive information for the agency, but a survey of both mental health and mental retardation agencies was required locally because of the separation of these services at this level. Therefore, local mental health and mental retardation agency data is presented separately, but will often be discussed together because these agencies are supervised by the Department of Public Institutions, answer to the same local governing board in their areas, and sometimes provide their services to corresponding geographical areas.

Table 28-2 indicates that most out-of-state placement activity at the state level occurs among child welfare and juvenile justice agencies. Although placements are indicated as not available from the state child welfare agency, this agency did report arranging and funding 50 placements and participating in an additional number which were not reported. The state education agency did not report direct involvement in any out-of-state placements and the Department of Public Institutions placed only two children out of Nebraska in 1978.

Locally, there was nearly the same number of placements reported as from the state agencies, and 44 of the 79 were placed by county child welfare agencies. All other types of local agencies were also involved in placing children into other states to a lesser extent then the child welfare agencies, with the 17 children reported by the three local probation departments being the next highest number of out-of-state placements.

TABLE 28-2. NEBRASKA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type							
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health and Mental Retardation	Mental Health	Mental Retardation	Total
State Agency Placements[b]	*[c]	0	21	55	2	--[d]	--[d]	78
Local Agency Placements	44	9	--	17	--	8	1	79
Total	44	9	21	72	2	8	1	157

* denotes Not Available.
-- denotes Not Applicable.

a. Juvenile Justice I indicates data reported by the Department of Correctional Services and Juvenile Justice II indicates data reported by the State Probation Administration.

b. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 28-15 for specific information regarding state agency involvement in arranging out-of-state placements.

c. The state child welfare agency estimated a total of 161 out-of-state placements, 50 of which the agency arranged and funded. However, the agency could not identify how many among the remaining 91 out-of-state placements were arranged by local child welfare agencies.

d. The Department of Public Institutions was contacted for this information and that state agency's response is displayed in the column designated Mental Health and Mental Retardation.

Local agency activity in placing children into other states is further defined in Table 28-3, which gives incidence figures for each agency type in each of Nebraska's 93 counties. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them. Agencies serving more than one county appear in the section describing multicounty jurisdictions. County child welfare agencies placing children out of Nebraska are scattered throughout the state. Scotts Bluff County, in a rural area bordering Wyoming, reported the most placements, with ten children leaving the state from that agency. Counties in and around the cities of Grand Island, Lincoln, Omaha, and Sioux City (Hall, Lancaster, Douglas, and Dakota Counties) account for 23 percent of all out-of-state placements from local child welfare agencies. The remaining placements were reported by rural counties, most of which do not border on other states.

School districts in Douglas County, which is within the Omaha SMSA, reported three out-of-state placements and, similar to the distribution of placing child welfare agencies, the remaining school districts sending children into other states are located throughout the state. Each of these remaining six school districts reported a single child placed out of Nebraska, and one-half of them are in counties which border other states.

The three counties operating probation services (Douglas, Lancaster, and Sarpy) are all within SMSAs, leaving only Dakota County, a similarly classified area, not providing its own juvenile justice services. All three of the local probation agencies reported placing children into other states. Of the 17 children reported placed by these agencies in 1978, Sarpy County placed 15, and the remaining two agencies placed one child each.

The Douglas County mental health agency placed five of the eight children reported out of state by these agencies. The Sarpy and Cass Counties mental health agency, which is partially included in the Omaha SMSA and borders Douglas county to the south, reported two children placed out of Nebraska. The remaining placement involved a mental health agency serving an area of 22 counties in northern and northeastern Nebraska. The single out-of-state placement involving a mental retardation agency came from a service area comprised of 17 rural counties in the southcentral part of the state.

Overall, 39 percent of all out-of-state placements came from SMSA counties, two of which (Douglas and Sarpy) account for 34 percent of the total placements. Also, over two-thirds of these local placements were made by agencies having service areas which border other states.

TABLE 28-3. NEBRASKA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978				
		Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Adams	4,647	0	0	—	—	—
Antelope	1,697	0	1	—	—	—
Arthur	78	0	0	—	—	—
Banner	131	0	0	—	—	—
Blaine	119	0	0	—	—	—
Boone	1,473	0	0	—	—	—
Box Butte	1,949	4	0	—	—	—
Boyd	520	0	0	—	—	—
Brown	749	0	0	—	—	—
Buffalo	4,966	2	0	—	—	—
Burt	1,503	0	0	—	—	—
Butler	1,616	0	0	—	—	—
Cass	3,656	6	0	—	—	—
Cedar	2,525	0	0	—	—	—
Chase	751	0	0	—	—	—
Cherry	1,255	0	0	—	—	—
Cheyenne	1,893	0	0	—	—	—
Clay	1,449	0	0	—	—	—
Colfax	1,742	0	0	—	—	—
Cuming	2,290	0	0	—	—	—
Custer	2,368	3 est	0	—	—	—
Dakota	3,168	1	0	—	—	—
Dawes	1,318	0	1	—	—	—
Dawson	3,547	0	0	—	—	—
Deuel	449	0	0	—	—	—
Dixon	1,165	0	0	—	—	—
Dodge	6,476	3	0	—	—	—
Douglas	75,817	3 est	3	1	5	—
Dundy	381	0	0	—	—	—
Fillmore	1,343	0	0	—	—	—
Franklin	629	0	0	—	—	—
Frontier	606	0	0	—	—	—
Furnas	1,044	0	0	—	—	—
Gage	3,780	0	0	—	—	—
Garden	453	0	0	—	—	—
Garfield	406	*	0	—	—	—
Gosper	440	0	0	—	—	—
Grant	160	0	0	—	—	—
Greeley	733	0	0	—	—	—
Hall	8,178	3	0	—	—	—

TABLE 28-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978				
		Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Hamilton	1,741	0	0	—	--	--
Harlan	713	0	0	—	--	--
Hayes	299	0	0	—	--	--
Hitchcock	741	0	0	—	--	--
Holt	2,648	0	0	—	--	--
Hooker	153	0	0	—	--	--
Howard	1,447	1	0	—	--	--
Jefferson	1,532	0	0	—	--	--
Johnson	898	0	0	—	--	--
Kearney	1,164	1	0	—	--	--
Keith	1,800	1	1	—	--	--
Keya Paha	229	0	0	—	--	--
Kimball	1,134	0	0	—	--	--
Knox	2,020	0	1	—	--	--
Lancaster	28,267	1	0	1	0	--
Lincoln	6,194	2	1	—	--	--
Logan	160	0	0	—	--	--
Loup	146	0	0	—	--	--
McPherson	83	0	0	—	--	--
Madison	4,659	0	0	—	--	--
Merrick	1,703	0	0	—	--	--
Morrill	1,007	0	0	—	--	--
Nance	831	0	0	—	--	--
Nemaha	1,151	0	0	—	--	--
Nuckolls	1,268	0	0	—	--	--
Otoe	2,345	0	0	—	--	--
Pawnee	606	0	0	—	--	--
Perkins	567	0	0	—	--	--
Phelps	1,703	0	0	—	--	--
Pierce	1,475	0	0	—	--	--
Platte	5,578	0	0	—	--	--
Polk	1,017	0	0	—	--	--
Red Willow	2,149	0	1	—	--	--
Richardson	1,901	1	0	—	--	--
Rock	420	0	0	—	--	--
Saline	1,670	0	0	—	--	--
Sarpy	18,093	0	0	15	--	--
Saunders	3,262	0	0	—	--	--
Scotts Bluff	6,657	10	0	—	--	--
Seward	2,386	0	0	—	--	--
Sheridan	1,217	0	0	—	--	--
Sherman	869	0	0	—	--	--
Sioux	329	0	0	—	--	--
Stanton	1,246	0	0	—	--	--
Thayer	1,214	0	0	—	--	--
Thomas	130	0	0	—	--	--
Thurston	1,475	0	0	—	--	--
Valley	888	0	0	—	--	--
Washington	2,435	0	0	—	--	--
Wayne	1,373	0	0	—	--	--

TABLE 28-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978				
		Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Webster	830	0	0	--	--	--
Wheeler	194	0	0	--	--	--
York	2,401	0	0	--	--	--
Multicounty Jurisdictions						
Webster, Franklin		--	0	--	--	--
Furnas, Harlan		--	0	--	--	--
Gage, Johnson, Lancaster, Otoe		--	0	--	--	--
Nuckolls, Clay, Adams, Webster		--	0	--	--	--
Otoe, Cass		--	0	--	--	--
Perkins, Chase		--	0	--	--	--
Pawnee, Gage, Johnson		--	0	--	--	--
Red Willow, Frontier		--	0	--	--	--
Banner, Box Butte, Cheyenne, Dawes, Deuel, Garden, Kimball, Morrill, Scotts Bluff, Sheridan, Sioux		--	--	--	0	0
Arthur, Chase, Dawson, Dundy, Frontier, Gosper, Grant, Hayes, Hitchcock, Hooker, Keith, Lincoln, Logan, McPherson, Perkins, Red Willow, Thomas		--	--	--	0	1
Adams, Blaine, Buffalo, Clay, Custer, Furnas, Garfield, Greeley, Hall, Hamilton, Harlan, Howard, Kearney, Loup, Merrick, Nuckolls, Phelps, Sherman, Valley, Webster, Wheeler		--	--	--	--	0
Antelope, Boone, Boyd, Brown, Burt, Cedar, Cherry, Colfax, Cuming, Dakota, Dixon, Holt, Keya Paha, Knox, Madison, Nance, Pierce, Platte, Rock, Stanton, Thurston, Wayne		--	--	--	1	0
Butler, Fillmore, Gage, Jefferson, Johnson, Lancaster, Nemaha, Otoe, Pawnee, Polk, Richardson, Saline, Saunders, Seward, Thayer, York		--	--	--	--	0

TABLE 28-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978				
		Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Multicounty Jurisdictions (Continued)						
Cass, Dodge, Douglas, Sarpy, Washington		--	--	--	--	0
Blaine, Custer, Garfield, Greeley, Hall, Hamilton, Howard, Loup, Merrick, Sherman, Valley, Wheeler		--	--	--	0	--
Adams, Buffalo, Clay, Franklin, Furnas, Harlan, Kearney, Nuckolls, Phelps, Webster		--	--	--	0	--
Butler, Fillmore, Polk, Saline, Saunders, Seward, York		--	--	--	0	--
Cass, Sarpy		--	--	--	2	--
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		44 est	9	17	8	1
Total Number of Local Agencies Reporting		93	1,057	3	9	6

* denotes Not Available.

-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The involvement of Nebraska local agencies in placing children into other states is summarized in Table 28-4, without regard for the number of children they may have placed. All agencies which were contacted by the survey agreed to participate, and only one child welfare agency, serving Garfield County, could not provide placement information.

The largest number of agencies making out-of-state placements, among the types which were contacted, were child welfare agencies, with 15 of them, or about 16 percent, reporting placements. All local probation agencies reported placements and about one-fourth of the mental health and mental retardation agencies sent children into other states. School districts were least active in making placements, with less than one percent of the 1,057 agencies involved in the practice.

TABLE 28-4. NEBRASKA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Agencies Which Reported Out-of-State Placements	15	8	3	3	1
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	1	0	0	0	0
Agencies Which Did Not Place Out of State	77	1,049	0	6	5
Agencies Which Did Not Participate in the Survey	0	0	0	0	0
Total Local Agencies	93	1,057	3	9	6

Those local agencies which were not involved in placing children out of Nebraska in 1978 were asked to describe why such placements did not occur. Their responses are summarized in Table 28-5. About 82 percent of the nonplacing child welfare agencies found sufficient services to be available in Nebraska so that out-of-state resources were not needed in 1978. About 57 percent of these agencies reported "other" reasons for not placing children into other states. These included parental disapproval of out-of-state placement, the presence of agency policy prohibiting such placements, and the lack of any need to consider sending a child across state lines. Four child welfare agencies said they lacked the statutory authority to place children out of state.

Almost 99 percent of school districts did not place children out of Nebraska because of the presence of sufficient resources to meet service needs in the state in 1978. Ninety-four percent of the school districts also cited "other" reasons for not placing children out of state, including the lack of any need that could not be addressed in the home district and the presence of parental disapproval to out-of-state placement.

Mental Health and mental retardation agencies are consistent with the foregoing trend, with high response rates to the presence of sufficient services in Nebraska and "other" responses. The "other" responses in this case included two mentions of parental disapproval, one that the distance of out-of-state placement was undesirable, and six that such placements were against agency policy. About 83 percent of the mental health and 40 percent of the mental retardation agencies also said that they lacked funds for out-of-state placements.

TABLE 28-5. NEBRASKA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)			
	Child Welfare	Education	Mental Health	Mental Retardation
Lacked Statutory Authority	4	5	1	2
Restricted[b]	2	0	0	1
Lacked Funds	13	20	5	2
Sufficient Services Available in State	63	1,038	3	4
Other[c]	44	986	5	3
Number of Agencies Reporting No Out-of-State Placements	77	1,049	6	5
Total Number of Agencies Represented in Survey	93	1,057	9	6

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Agencies contacted in the course of the national survey were sometimes found to use the consultation and assistance of other public agencies in the course of placing children across state lines. The extent to which this type of cooperation occurred among local Nebraska agencies is summarized in Table 28-6. Child welfare and mental health agencies which reported placing children into other states in 1978 involved other public agencies in the process more frequently than other types of local agencies. Seventy-three and 67 percent of those agencies, respectively, undertook some interagency cooperation in the course of placing children out of Nebraska. The child welfare agencies brought the involvement of other agencies to bear on about two-thirds of their reported placements. The mental health agencies had cooperation in seven of their eight out-of-state placements.

About one-third of the placing school districts involved other agencies in three of the nine education placements. Juvenile justice and mental retardation agencies reported no interagency cooperation.

TABLE 28-6. NEBRASKA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type									
	Child Welfare		Education		Juvenile Justice		Mental Health		Mental Retardation	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	15	16	8	1	3	100	3	33	1	17
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	11	73	3	38	0	0	2	67	0	0
Number of CHILDREN Placed Out of State	44	100	9	100	17	100	8	100	1	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	29	66	3	33	0	0	7	88	0	0

a. See Table 28-4.

The conditions and statuses of children placed by local agencies are summarized in Table 28-7. Most child welfare agencies placed children who were battered, abandoned, or neglected, and about one-half of these agencies also said children placed were unruly/disruptive. The child welfare agencies are widely involved in children's problems, giving positive responses to nine of the 13 characteristics offered for description.

One or two of the seven school districts placing children out of state described these children as having physical, mental, emotional, or behavioral disorders. The characteristic most frequently acknowledged was that of being in need of special education services, to which four of the local education agencies gave affirmative responses. All three local probation agencies said children placed into other states were unruly/disruptive, and single agencies gave positive responses to the juvenile delinquent and drug/alcohol problems.

All three mental health agencies describing children placed out of state said that they had placed children who were unruly/disruptive. In addition, one or two mental health agencies described these children as physically, mentally, or emotionally handicapped, truant, prone to substance abuse and, under the "other" response, autistic. The child placed by a local mental retardation agency was physically and mentally handicapped and in need of special education services.

The characteristic most frequently selected to describe children placed into other states by all agency types was unruly/disruptive.

TABLE 28-7. NEBRASKA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Physically Handicapped	0	1	0	1	1
Mentally Retarded or Developmentally Disabled	0	2	0	1	1
Unruly/Disruptive	7	1	3	3	0
Truant	2	0	0	2	0
Juvenile Delinquent	2	0	1	0	0
Mentally Ill/Emotionally Disturbed	2	2	0	1	0
Pregnant	0	0	0	0	0
Drug/Alcohol Problems	1	0	1	2	0
Battered, Abandoned, or Neglected	12	0	0	0	0
Adopted	3	0	0	0	0
Special Education Needs	2	4	0	0	1
Multiple Handicaps	0	0	0	0	0
Other[b]	1	0	0	1	0
Number of Agencies Reporting	15	7[c]	3	3	1

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

c. Responses were not obtained for one placing agency.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Nebraska's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those agencies which reported arranging five or more out-of-state placements in 1978.

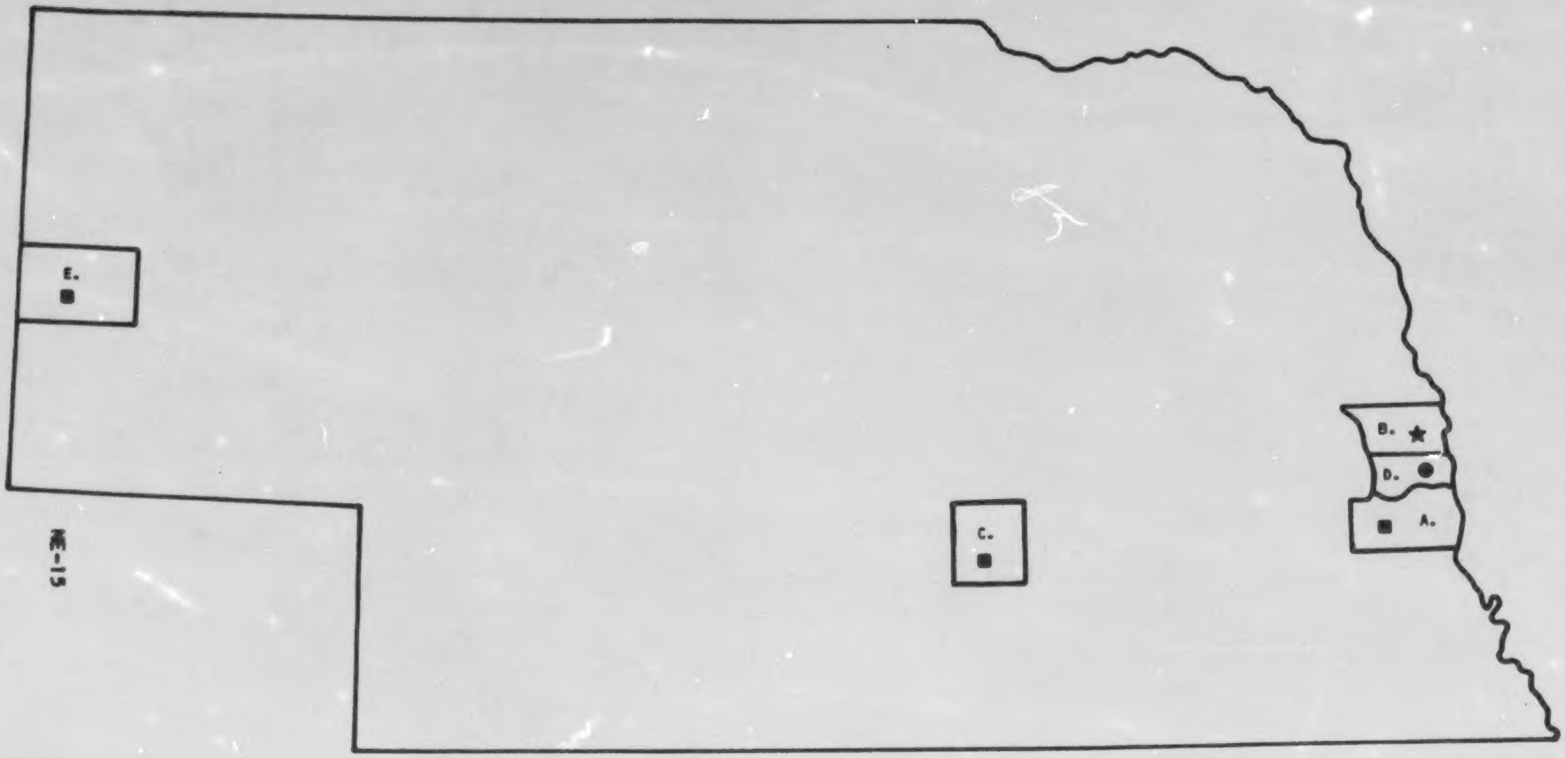
The relationship between the number of local Nebraska agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 28-1. Twenty percent of the placing child welfare agencies were in the Phase II category and they were responsible for 48 percent of the 44 placements reported by child welfare agencies. There was only one Phase II juvenile justice and mental health agency in Montana, accounting for one-third of all the placing agencies in their service types. However, 88 percent of the juvenile justice placements and 63 percent of the mental health placements arranged by local agencies in 1978 were reported by these single Phase II agencies.

FIGURE 28-1. NEBRASKA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Child Welfare	Juvenile Justice	Mental Health
Number of AGENCIES	93	3	9
Number of AGENCIES Reporting Out-of-State Placements in 1978	15	3	3
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	3	1	1
Number of CHILDREN Placed Out of State in 1978	44	7	8
Number of CHILDREN Placed by Phase II Agencies	21	5	5
Percentage of Reported Placements in Phase II	48	8	63

The location of the Nebraska counties which these five Phase II agencies serve is illustrated in Figure 28-2. Three counties (Cass, Douglas, and Sarpy) are clustered on the state's eastern border shared with Iowa; the latter two counties are part of the Omaha SMSA, which includes a portion of Iowa as well. Each of these three Phase II agencies is a different service type, including Douglas County's mental health agency and Sarpy County's juvenile justice agency, the only Phase II agencies in their respective categories. The Phase II mental health agency is one of the few agencies of this service type in the national survey to have placed more than four children out of state in 1978.

FIGURE 28-2. NEBRASKA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES



County	
A.	Cass
B.	Douglas
C.	Hall
D.	Sarpy
E.	Scotts Bluff

KEY

■ Child Welfare Phase II Agency Jurisdiction

● Juvenile Justice Phase II Agency Jurisdiction

★ Mental Health Phase II Agency Jurisdiction

Local Phase II agencies were asked to report the number of children that went to each receiving state and their responses are summarized in Table 28-8. Among the 21 children placed by Phase II child welfare agencies, the largest number went to Iowa, which received nine children from these agencies. Texas received five of the local child welfare placements, and the remaining seven children went to four other states, three of which are contiguous to Nebraska.

The local Phase II probation department placing 15 children out of Nebraska sent over one-third of them to settings in Texas. Oklahoma and North Dakota each received two children, and the remaining five children went to states bordering Nebraska. One child placed by the local mental health Phase II agency also went to Texas, and the remaining four children went to Colorado and Iowa, states contiguous to Nebraska.

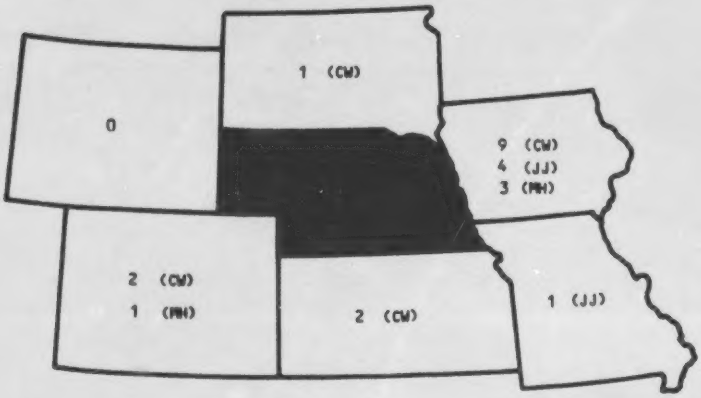
TABLE 28-8. NEBRASKA: DESTINATIONS OF CHILDREN PLACED
BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed		
	Child Welfare	Juvenile Justice	Mental Health
Colorado	2	0	1
Iowa	9	4	3
Kansas	2	0	0
Missouri	0	1	0
North Dakota	0	2	0
Oklahoma	0	2	0
South Dakota	1	0	0
Texas	5	6	1
Washington	2	0	0
Placements for Which Destinations Could Not be Reported by Phase II Agencies	0	0	0
Total Number of Phase II Agencies	3	1	1
Total Number of Children Placed by Phase II Agencies	21	15	5

The use of contiguous states in 1978 by local Phase II Nebraska agencies are further clarified in Figure 28-3. Iowa received the most children placed by local Phase II agencies, accounting for 39 percent of all children whose destinations were reported. The other border states received comparatively few children.

The Phase II mental health agency reporting destinations showed the highest utilization of states bordering Nebraska by sending four of five children placed to Colorado and Iowa. Child welfare and probation agencies reporting destinations sent two-thirds and one-third, respectively, of all of their out-of-state placements to states contiguous to Nebraska.

FIGURE 28-3. NEBRASKA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO NEBRASKA BY LOCAL PHASE II AGENCIES[a]



[a] Local Phase II child welfare agencies reported destinations for 21 children. Local Phase II juvenile justice agencies reported destinations for 15 children. Five children's destinations were reported by local Phase II mental health agencies.

Phase II agencies were asked to describe their reasons for making these placements. The single probation agency placing more than four children out of state did not respond to this question. All three Phase II child welfare agencies responding to this item said that children were placed into other states to live with relatives other than parents. Two child welfare agencies also said that Nebraska lacked services comparable to receiving states and that children were placed out of state because of previous success with particular receiving facilities.

The Phase II mental health agency which placed more than four children out of state did so for all of the reasons offered for explanation, except as a matter of standard procedure for certain children or because placements to facilities in Nebraska were unsuccessful.

TABLE 28-9. NEBRASKA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting: Child Welfare	Number of AGENCIES Reporting: Mental Health
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	1	1
Previous Success with Receiving Facility	2	1
Sending State Lacked Comparable Services	2	1
Standard Procedure to Place Certain Children Out of State	0	0
Children Failed to Adapt to In-State Facilities	1	0
Alternative to In-State Public Institutionalization	0	1
To Live with Relatives (Non-Parental)	3	1
Other	1	0
Number of Phase II Agencies Reporting	3	1

a. Some agencies reported more than one reason for placement.

The Phase II agencies asked to report reasons for out-of-state placement also described the setting most frequently selected to receive children going to other states. Table 28-10 indicates that all reporting child welfare agencies most frequently sent children to live with relatives other than parents. The setting of choice for the local probation department was the residential treatment/child care facility, and most children placed by the mental health agency went to foster homes.

TABLE 28-10. NEBRASKA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting: Child Welfare	Juvenile Justice	Mental Health
Residential Treatment/Child Care Facility	0	1	0
Psychiatric Hospital	0	0	0
Boarding/Military School	0	0	0
Foster Home	0	0	1
Group Home	0	0	0
Relative's Home (Non-Parental)	3	0	0
Adoptive Home	0	0	0
Other	0	0	0
Number of Phase II Agencies Reporting	3	1	1

Agencies placing more than four children out of Nebraska were asked to relate the methods used to monitor children's progress in placement and the frequency with which they were undertaken. The Phase II probation agency did not respond to this question. All three Phase II child welfare agencies receive written progress reports, one on a quarterly basis and two semiannually. These agencies also employ other methods, such as calls or visits on an irregular basis.

The Phase II mental health agency reported receiving written progress reports, and calling and visiting to monitor children in out-of-state placement, all at time intervals other than those offered for description.

TABLE 28-11. NEBRASKA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]: Child Welfare	Mental Health
Written Progress Reports	Quarterly	1	0
	Semiannually	2	0
	Annually	0	0
	Other[b]	0	1
On-Site Visits	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	1	1
Telephone Calls	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	1	1

TABLE 28-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Child Welfare	Mental Health
Other	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	1	0
Total Number of Phase II Agencies Reporting		3	1

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Finally, information regarding public expenditures for out-of-state placements was provided by one Phase II child welfare agency and the one Phase II mental health agency. These two agencies spent $88,740 and $3,600, respectively, for this purpose in 1978.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to a study about the out-of-state placement of children concerns the extent to which interstate compacts are utilized to arrange such placements. Table 28-12 reports overall findings about the use of compacts in 1978 by local agencies which arranged out-of-state placements. Information is given to facilitate a comparison of compact utilization across agency types and between agencies with four or less and five or more placements (Phase II). In addition, the specific type of compact which was used by Phase II agencies is reported in Table 28-12.

Consideration of compact utilization by all local Nebraska agencies indicates that 14 of the 30 local agencies which placed children out of state in 1978 did not utilize a compact. This includes all eight of the placing school districts, the three placing mental health agencies, and the one mental retardation agency. (These latter two agency types are displayed together in this table). The local child welfare agencies most often reported utilizing an interstate compact (93 percent), with all three of the Phase II agencies reporting use of the Interstate Compact on the Placement of Children. Two-thirds of the local juvenile justice agencies used a compact in 1978. The single Phase II agency specified that only the Interstate Compact on Juveniles was utilized in that year.

TABLE 28-12. NEBRASKA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Local Agencies Which Placed Children Out of State	Number of AGENCIES Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	12	8	2	3
• Number Using Compacts	11	0	1	0
• Number Not Using Compacts	1	8	1	3

TABLE 28-12. (Continued)

Local Agencies Which Placed Children Out of State	Number of AGENCIES			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
• Number with Compact Use Unknown	0	0	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	3	0	1	1
• Number Using Compacts	3	--	1	0
Interstate Compact on the Placement of Children				
Yes	3	--	0	0
No	0	--	1	1
Don't Know	0	--	0	0
Interstate Compact on Juveniles				
Yes	0	--	1	0
No	3	--	0	1
Don't Know	0	--	0	0
Interstate Compact on Mental Health				
Yes	0	--	0	0
No	3	--	1	1
Don't Know	0	--	0	0
• Number Not Using Compacts	0	--	0	1
• Number with Compact Use Unknown	0	--	0	0
TOTALS				
Number of AGENCIES Placing Children Out of State	15	8	3	4
Number of AGENCIES Using Compacts	14	0	2	0
Number of AGENCIES Not Using Compacts	1	8	1	4
Number of AGENCIES with Compact Use Unknown	0	0	0	0

-- denotes Not Applicable.

Table 28-13 provides additional information about the utilization of interstate compacts by Nebraska local agencies. This table is organized similar to Table 28-12, but reports findings about the number of children who were or were not placed out of Nebraska with a compact. In total, 29 children were reported placed in other states without a compact. Comparison across agency types again reveals that local education, mental health and mental retardation agencies did not arrange out-of-state placements in 1978 with the use of an interstate compact.

The 32 children placed by local child welfare agencies with the use of a compact include 21 children placed by Phase II agencies, all of whom were reported to be placed with the use of the Interstate Compact on the Placement of Children. In contrast, only six of the 15 placements arranged by Phase II juvenile justice agencies were compact processed, all through the Interstate Compact on Juveniles.

TABLE 28-13. NEBRASKA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

	Number of CHILDREN			
Children Placed Out of State	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	23	9	2	4
• Number Placed with Compact Use	11	0	1	0
• Number Placed without Compact Use	1	9	1	4
• Number Placed with Compact Use Unknown[a]	11	0	0	0
CHILDREN PLACED BY PHASE II AGENCIES	21	0	15	5
• Number Placed with Compact Use	21	--	6	0
Number through Interstate Compact on the Placement of Children	21	--	0	0
Number through Interstate Compact on Juveniles	0	--	6	0
Number through Interstate Compact on Mental Health	0	--	0	0
• Number Placed without Compact Use	0	--	9	5
• Number Placed with Compact Use Unknown	0	--	0	0
TOTALS				
Number of CHILDREN Placed Out of State	44	9	17	9
Number of CHILDREN Placed with Compact Use	32	0	7	0

TABLE 28-13. (Continued)

Children Placed Out of State	Number of CHILDREN			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Number of CHILDREN Placed without Compact Use	1	9	10	9
Number of CHILDREN Placed with Compact Use Unknown	11	0	0	0

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

A graphic summarization of these findings about local agency utilization of interstate compacts in Nebraska is illustrated in Figures 28-4, 5, 6, and 7. These figures illustrate the percentage of placements arranged by agencies of each service type which were compact arranged, noncompact arranged, and undetermined with respect to compact use.

FIGURE 28-4. NEBRASKA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

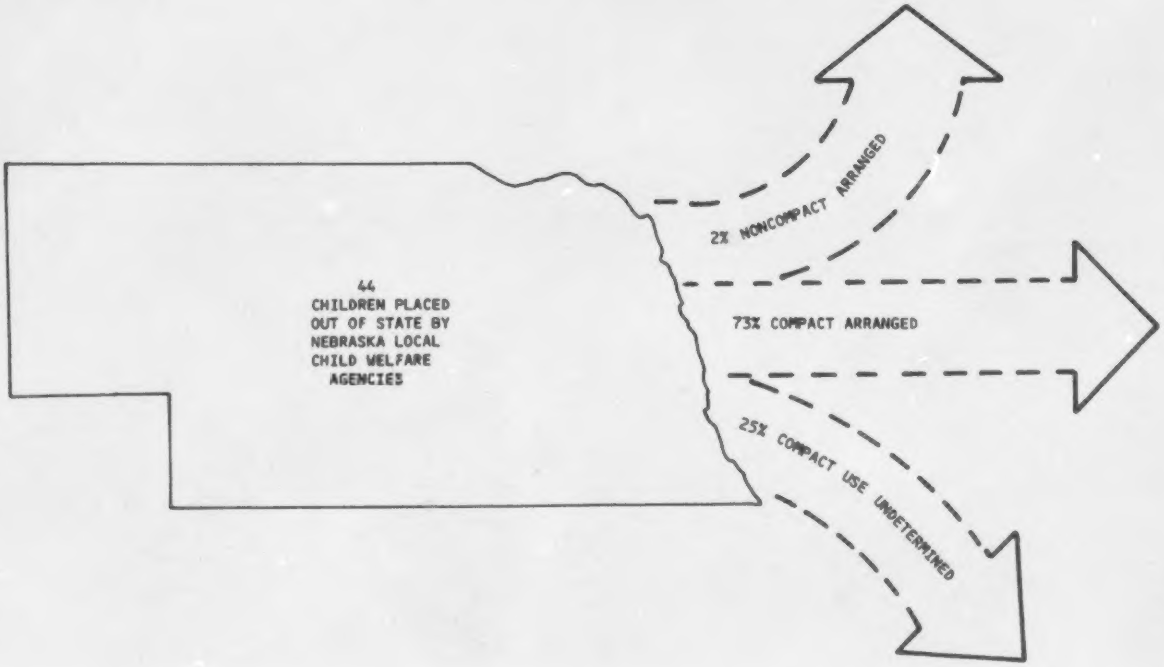

44
CHILDREN PLACED OUT OF STATE BY NEBRASKA LOCAL CHILD WELFARE AGENCIES
2% NONCOMPACT ARRANGED
73% COMPACT ARRANGED
25% COMPACT USE UNDETERMINED

FIGURE 28-5. NEBRASKA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

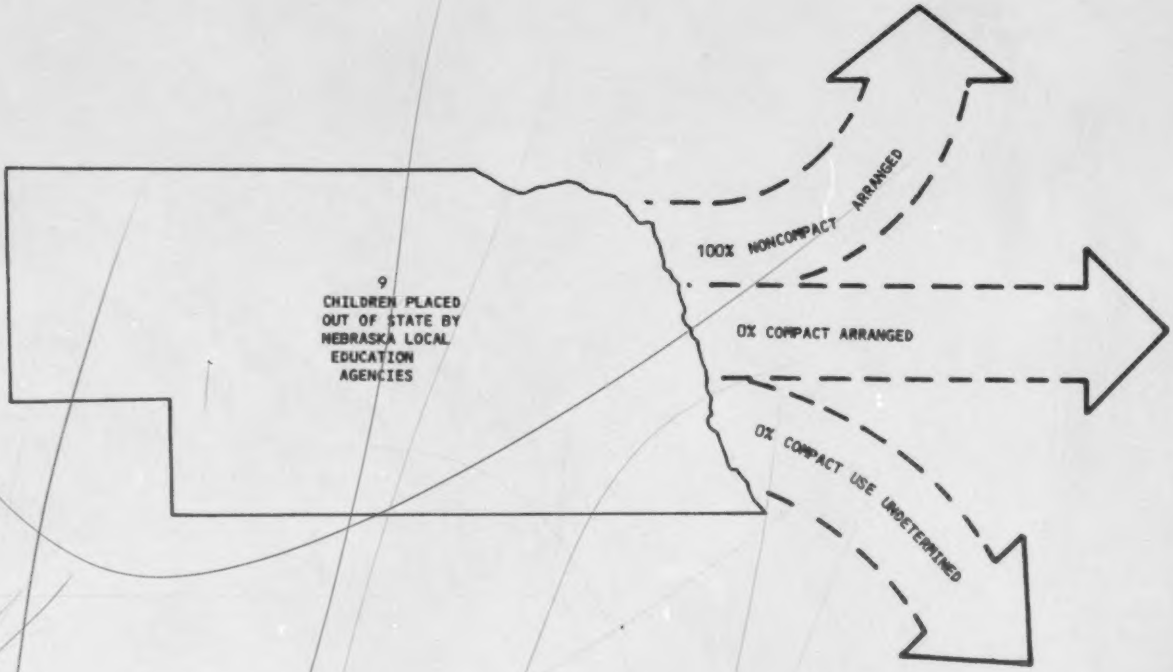

9
CHILDREN PLACED OUT OF STATE BY NEBRASKA LOCAL EDUCATION AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

FIGURE 28-6. NEBRASKA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978

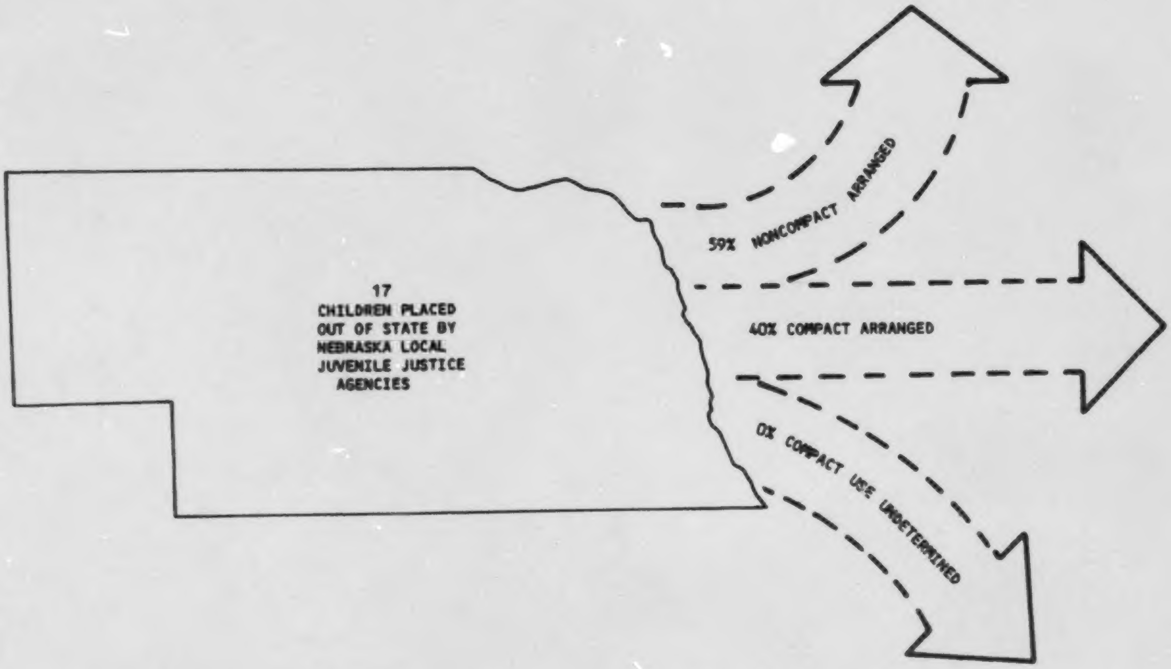
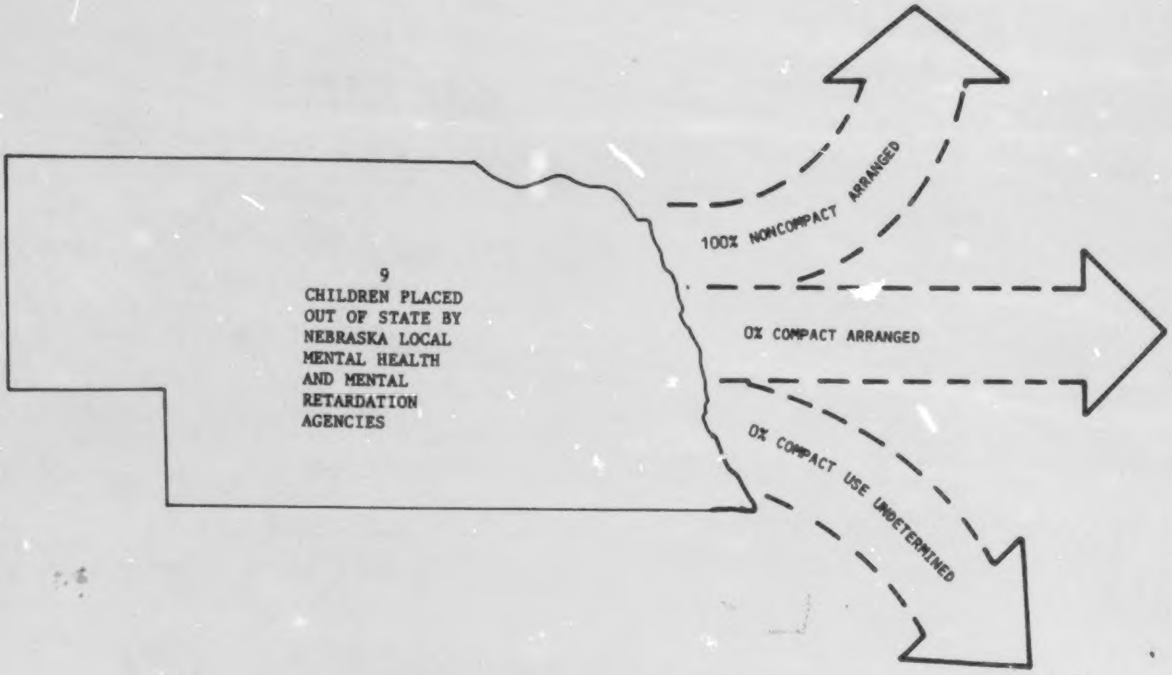

17
CHILDREN PLACED
OUT OF STATE BY
NEBRASKA LOCAL
JUVENILE JUSTICE
AGENCIES
59% NONCOMPACT ARRANGED
40% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

FIGURE 28-7. NEBRASKA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL MENTAL HEALTH AND MENTAL RETARDATION AGENCIES IN 1978


9
CHILDREN PLACED OUT OF STATE BY NEBRASKA LOCAL MENTAL HEALTH AND MENTAL RETARDATION AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

The state agencies in Nebraska also reported the number of out-of-state placements of which they were aware that had been arranged with the use of an interstate compact. It should be recalled that almost all services for children are offered by local agencies in Nebraska and, therefore, Table 28-14 reflects state agencies' knowledge of local and state agencies' use of compacts. (Juvenile Justice I, the Department of Correctional Services, is the one exception). Unfortunately, the state child welfare agency did not distinguish between state and locally arranged placements, but did report that all 161 children reported to be placed out of state in 1978 were processed through a compact.

Paralleling the local agencies' information on compact utilization, the state education agency reported that no children were placed out of Nebraska with the use of an interstate compact and the state mental health and mental retardation agency reported that a compact was utilized only for two state-arranged out-of-state placements.

The Department of Correctional Services (Juvenile Justice I) reported 76 percent of its placements were processed through a compact. The other state juvenile justice agency, the State Probation Administration, had knowledge of 34 children being placed out of state with the use of a compact in 1978.

TABLE 28-14. NEBRASKA: UTILIZATION OF INTERSTATE COMPACTS
REPORTED BY STATE AGENCIES IN 1978,
BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice I	Juvenile Justice II	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	*[b]	9	21	72	11
Total Number of Compact-Arranged Placements Reported by State Agencies	161	0	16	34	2
Percentage of Compact-Arranged Placements	*	0	76	47	18

* denotes Not Available.

a. Juvenile Justice I indicates data reported by the Department of Correctional Services and Juvenile Justice II indicates data reported by the State Probation Administration.

b. The local child welfare agencies reported arranging 44 placements. The state child welfare agency reported 161 placements, 50 of whcih the state agency arranged and funded. The state agency's involvement was not specified for the remaining placements.

E. The Out-of-State Placement Practices of State Agencies

The state agency placement incidence information that was introduced in Table 28-2 is expanded upon in the following Table 28-15. The ability of state agencies to report their involvement in out-of-state placement is indicated by the incidence reports and involvement categories. The only agency unable to thoroughly identify its involvement in reported placements was the DPW's Division of Social Services, the state child welfare agency. As noted earlier in reference to Table 28-2, 50 placements were identified as arranged and funded, but involvement in the remaining 111 placements was not specified.

The Department of Education reported funding the nine locally arranged education placements that were reported in Table 28-2. In addition, the department had knowledge of two additional out-of-state placements which are reflected in the total of 11 at the bottom of the table. The Department of Correctional Services directly arranged and funded the placement of five children out of Nebraska and helped arrange for the placement of an additional 16 children, despite not having legal or financial responsibility for these children. The State Probation Administration also assumed this role in the placement of 36 children. It also arranged and funded the placement of 19 other children. These children were reported twice in the agency's response, once in the arranged and funded category, and again in the arranged, funded, and court-ordered category. Apparently the respondent felt that these children fit the specifications of both categories of involvement. Five placements were also arranged locally and reported to the State Probation Administration, bringing to 64 the total number of children which the agency had some involvement in or knowledge of leaving the state.

The state mental health and mental retardation agency reported only arranging and funding two out-of-state placements, and did not include any mention of locally arranged and funded out-of-state placements.

TABLE 28-15. NEBRASKA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

	Number of CHILDREN Reported Placed during 1978 by State Agencies				
			Juvenile Justice[a]		
Types of Involvement	Child Welfare	Education	I	II	Mental Health Mental Retardation
State Arranged and Funded	50	0	5	19	2
Locally Arranged but State Funded	*	9	0	4	0
Court Ordered, but State Arranged and Funded	*	0	0	19	0
Subtotal: Placements Involving State Funding	*	9	5	23	2
Locally Arranged and Funded, and Reported to State	*	0	0	5	0
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	16	36	0
Other	*	0	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[b]	161	11	21	64[c]	2

* denotes Not Available.

a. Juvenile Justice I indicates data reported by the Department of Correctional Services and Juvenile Justice II indicates data reported by the State Probation Administration.

b. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

c. This column does not total because of double counting of children within the type of involvement categories.

Table 28-16 indicates that specific destination information was only available for 52 percent of the State Probation Administration placements and for both state mental health and mental retardation placements. About one-half of the children reported upon by the State Probation Administration went to states contiguous to Nebraska and the remaining 18 children went in small numbers to eight states located throughout the country. The other three state agencies could not specify how many children went to any one state.

TABLE 28-16. NEBRASKA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed				
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health and Mental Retardation
California				4	0
Colorado				4	1
Georgia				2	0
Iowa				1	0
Kansas				4	0
Michigan				1	0
New Jersey					1
Ohio				1	0
Oklahoma				2	0
South Dakota				6	0
Texas				5	0
Virginia				1	0
Washington				2	0
Placements for Which Destinations Could Not Be Reported by State Agencies	All	All	All	31	0
Total Number of Placements	161	11	21	64	2

a. Juvenile Justice I indicates data reported by the Department of Correctional Services and Juvenile Justice II indicates data reported by the State Probation Administration.

State agencies provided descriptive information about children placed out of state in a way similar to local agencies, and the conditions or statuses of these children are indicated in Table 28-17. The DPW's Division of Social Services was involved in placing children out of state with every characteristic available for description except pregnancy. These characteristics span all types of disorders, including those often associated with other agency types, such as developmentally disabled, adjudicated delinquent, and emotionally disturbed.

The Department of Education appears far more circumscribed in the descriptions offered of children placed out of state. The descriptions offered here very much correspond to the ones offered by placing school districts. Both levels of government responded affirmatively to the conditions of physically handicapped, mentally handicapped, and emotionally disturbed.

Both state-level juvenile justice agencies reported placing children who were unruly/disruptive and adjudicated delinquent. The Department of Correctional Services also reported that children placed out of Nebraska were battered, abandoned, or neglected, had a history of substance abuse, and other problems. The State Probation Administration also indicated that children placed were truant. The state mental health and mental retardation agency described children placed out of state as physically and mentally handicapped.

TABLE 28-17. NEBRASKA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]				
	Child Welfare	Education	Juvenile Justice[b] I	Juvenile Justice[b] II	Mental Health and Mental Retardation
Physically Handicapped	X	X	0	0	0
Mentally Handicapped	X	X	0	0	X
Developmentally Disabled	X	0	0	0	X
Unruly/Disruptive	X	0	X	X	0
Truants	X	0	0	X	0
Juvenile Delinquents	X	0	X	X	0
Emotionally Disturbed	X	X	0	0	0
Pregnant	0	0	0	0	0
Drug or Alcohol Problems	X	0	X	0	0
Battered, Abandoned, or Neglected	X	0	X	0	0
Adopted Children	X	0	0	0	0
Foster Children	X	0	X	0	0
Other	0	0	0	0	0

a. X indicates conditions reported.

b. Juvenile Justice I indicates data reported by the Department of Correctional Services and Juvenile Justice II indicates data reported by the State Probation Administration.

The setting most frequently selected by the state child welfare agency and both juvenile justice agencies to place children out of state was the homes of relatives other than parents. The Department of Education and the state mental health and mental retardation agency most frequently selected residential treatment or child care facilities. However, in regard to the latter agency, this setting was selected equally with psychiatric hospitals.

State agencies were asked to provide information about expenditures for out-of-state placement. The Department of Correctional Services was the only agency reporting this information and the agency spent $9,300 for that purpose.

F. State Agencies' Knowledge of Out-of-State Placements

Table 28-18 reviews the out-of-state placement involvement of Nebraska public agencies and each state agency's knowledge of this placement activity. The inability of the state child welfare agency to specify the proportion of the 161 reported placements which involved local agencies leaves incomplete information in this table for that service type. However, the agency reported that all 161 children were placed with the use of an interstate compact. In Table 28-13, not all local child welfare placements were reported to be arranged with compact use. This implies that any of the locally arranged placements which were not compact arranged were not known to the state agency. In contrast, the state education agency attributed more out-of-state placements to local school districts then were identified in the local survey.

The Department of Correctional Services (Juvenile Justice I) provided complete placement information for its own agency, while the State Probation Administration (Juvenile Justice II) reported 89 percent of the out-of-state placements determined to be made by this state agency and the local probation agencies. Finally, the state mental health and mental retardation agency only reported state-arranged placements, or 18 percent of the 11 children identified as being placed out of Nebraska in 1978 by the state and local agencies.

TABLE 28-18. NEBRASKA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice[a]		Mental Health and Mental Retardation
			I	II	
Total Number of State and Local Agency Placements	*[b]	9	21	72	11
Total Number of Placements Known to State Agencies	161	11	21	64	2
Percentage of Placements Known to State Agencies	*	100[c]	100	89	18

* denotes Not Available.

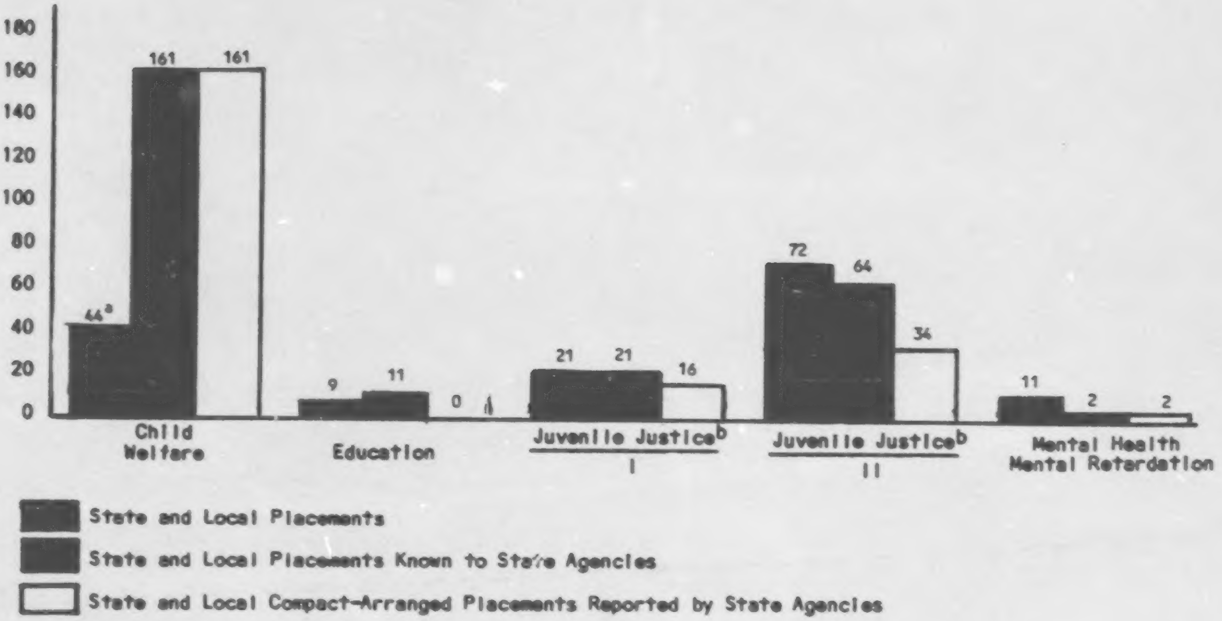
a. Juvenile Justice I indicates data reported by the Department of Correctional Services and Juvenile Justice II indicates data reported by the State Probation Administration.

b. The local child welfare agencies reported arranging 44 out-of-state placements in 1978. The state child welfare agency reported knowledge of 161 placements, 50 of which the state agency arranged and funded. The state agency's involvement was not specified for the remaining placements.

c. The state education agency attributed more out-of-state placements to local school districts than were identified in the local survey.

Those discrepancies in state and local agencies' reports of placement incidence are illustrated in Figure 28-8, along with each state agency's compact utilization information. As described in section III, these state agencies generally maintain a supervisory role over their local counterparts, and the juvenile justice agencies provide direct services for Nebraska youth as well.

FIGURE 28-8. NEBRASKA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. Number represents only locally arranged placements.

b. Juvenile Justice I indicates data reported by the Department of Correctional Services and Juvenile Justice II indicates data reported by the State Probation Administration.

V. CONCLUDING REMARKS

A few general trends in the foregoing survey results deserve mention.

- Child welfare agencies at the state and local levels in Nebraska were responsible for the majority of out-of-state placements that occurred in 1978, with very high involvement of interstate compacts in these placements. The state child welfare agency was involved in placing children with a very wide variety of conditions, as were the local agencies, with the child most likely to be placed being battered, abandoned, or neglected and, to a lesser extent, unruly/disruptive.

- Although moderate use of contiguous states was determined to occur by local child welfare and juvenile justice agencies, similar determinations could not be made for three of the five responding state agencies because of the absence of complete destination information.

- The unruly/disruptive child was mentioned most frequently across agency service types and levels of government as being placed out of state. When local agencies did not place these or other children out of Nebraska, it was most often because of the presence of sufficient services in the state.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Nebraska in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, *County and City Data Book, 1977 (A Statistical Abstract Supplement)*, Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in *Statistical Abstract of the United States: 1979 (100th Edition)*, Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN NORTH DAKOTA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Roger Miller, Special Education Section, Department of Public Instruction; Don Schmidt, Deputy Administrator, Children and Family Services, Social Service Board; Gary Carignan, Supervisor of Community Corrections, Community Services Division, Social Service Board; Ronald Archer, Superintendent of Grafton State School, Department of Institutions; Samih Ismir, Director, Office of Mental Health and Retardation Services, Department of Health; Greg Wallace, Probation Officer, Juvenile Court of Cass County; Virginia Peterson, Program Supervisor, Social Service Board of North Dakota; and Dennis Goetz, Supervisor, Community Corrections Program, Children and Family Services, Social Service Board.

II. METHODOLOGY

Information was systematically gathered about North Dakota from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in North Dakota appears below in Table 35-1.

TABLE 35-1. NORTH DAKOTA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health Mental Retardation
State Agencies	Telephone interview Mailed Survey: SSB officials	Telephone interview Mailed Survey: DPI officials	Telephone interview Mailed Survey: SSB officials	Telephone interview Mailed Survey: DH officials
Local Agencies	Telephone Survey: All 48 local social services boards	Telephone Survey: 10 percent sample of the units responsible for special education in the 317 local school districts to verify state information[a]	Not Applicable (State Offices)	Telephone Survey: All eight local mental health and mental retardation agencies

a. Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

North Dakota has the 17th largest land area (69,273 square miles) and is the 45th most populated state (642,888) in the United States. It has eight cities with populations over 10,000. Fargo is the most populated city in the state, with a population of over 50,000. Bismarck, the capital, is the third most populated city in the state, with a population of just under 40 000. North Dakota has 53 counties. The estimated 1978 population of persons eight to 17 years old was 119,457.

North Dakota has two Standard Metropolitan Statistical Areas (SMSAs) that include portions of a contiguous state, Minnesota. Other contiguous states are South Dakota and Montana and Canada shares the state's northern border.

North Dakota was ranked 19th nationally in total state and local per capita expenditures, 20th in per capita expenditures for education, and 30th in per capita expenditures for public welfare.[1]

B. Child Welfare

The Social Service Board (SSB) of North Dakota oversees three main human services functions--economic assistance, community services, and vocational rehabilitation services--that are administered by 48 county or multicounty social services boards and supervised by eight area social service/human service centers. The Social Service Board also has the additional responsibility of administering state and federally funded medical assistance programs. The centers, in addition to giving program direction to the county boards, provide direct prevention and treatment services for juvenile delinquency through the Community Corrections Program and offer consultative services to related agencies and professionals.

The 48 local boards are responsible for child welfare services; Title XX social services; financial and medical assistance; Early and Periodic Screening, Diagnosis, and Treatment (EPSDT) for low-income children; and crippled children's services, in addition to adult services.

Out-of-state placements are reported to be made by the 48 local agencies pursuant to the provisions of the Interstate Compact on the Placement of Children (ICPC). The counties are reimbursed by the state for these placements. North Dakota has been a member of this compact since 1963.

C. Education

North Dakota's Department of Public Instruction (DPI) has the major responsibility for its educational system. The DPI supervises 317 local school districts which provide normal curriculum for grades K-12 and special services for handicapped children. It was reported by the DPI that North Dakota's 317 local school districts would not place children out of state without authorization and funding assistance from the DPI. The state's 28 special education administrative units monitor the special education placements made by the local school districts. According to DPI personnel, local school districts pay 40 percent of an amount which is three times the state's average per pupil cost, while the state pays 60 percent of this cost for placing children out of state. It was reported that North Dakota Statute 15.59.07 specifically provides this authority to the Superintendent of Public Instruction. However, the statute only references those children with learning disabilities. DPI personnel report that the local school districts cannot place children out of state without reporting the information to the state.

D. Juvenile Justice

Jurisdiction over deprived, unruly, and delinquent children is held by the state district courts in North Dakota. The judge of a district court may appoint one or more supervisors to be responsible for administering court services in the districts. At the time of this study, there were 14 court services supervisors serving the 53 counties. Many adjudicated delinquents and status offenders are committed to the SSB's State Youth Authority, which administers community-based programs through the SSB's eight area social service/human service centers for youth on probation and parole. In addition, the centers provide direct prevention and treatment services for juveniles through the Community Corrections Program and offer consultative services to related agencies.

Eligible out-of-state placements receive foster care payments from county, state, and federal revenues, including Title IV-B, Title XX, and Title XIX funds. North Dakota has been a member of the Interstate Compact on Juveniles (ICJ) since 1969 and administers this compact within the Community Services Division of the Social Service Board.

E. Mental Health and Mental Retardation

In North Dakota there are eight locally operated community mental health and mental retardation centers which are supervised by the Office of Mental Health and Retardation Services within the Department of Health (DH). Three of these centers are located in multiservice human service centers, also operated by local government for a multicounty area. Five mental health and mental retardation centers are physically independent units from their coexisting human service centers. The local MH/MR centers receive a proportion of their operating funds from the Office of Mental Health and Retardation Services of DH and report required programmatic and fiscal management information to that state office. These centers were reported to participate in placing children out of North Dakota.

At the time of the study, DH's Office of Mental Health and Retardation Services also operated two state facilities for the mentally retarded, which were responsible for sending children into other states. The Grafton State School and San Haven State Hospital were administered in 1978 by a superintendent of institutions within the Department of Health, but have since been reorganized to a department level, independent of the Department of Health. Out-of-state placement transfers from these facilities were reported to be made pursuant to the provisions of the Interstate Compact on Mental Health (ICMH) of which North Dakota has been a member since 1963.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1975

The results of the survey of state and local agencies in North Dakota are contained in this section of the profile, and they have been organized in such a way as to address some of the important issues raised in regard to the out-of-state placement of children in Chapter 1.

A. The Number of Children Placed in Out-of-State Residential Settings

Before presenting the results and some accompanying discussion, out-of-state placement activity among public agencies is introduced by Table 35-2, which summarizes the number of placements made by state and local agencies in North Dakota. This table not only presents an overview of this activity among public agencies, but also serves to indicate the size of the cohort of children leaving the state in 1978, to which subsequent findings in the profile refer. A note of explanation should be made with regard to the organization of mental health and mental retardation services in North Dakota, as described in Section III. In 1978 the Department of Health operated two state facilities for the mentally retarded, and there were no separate mental retardation agencies operated under the auspices of local government. Included in the survey, then, were the local mental health and mental retardation centers, the state office supervising their operation, and the administrative office for the state mental retardation facilities.

Table 35-2 indicates that all state agencies provided a definitive response in terms of out-of-state placements they made, except for the SSB child welfare services. Among the state agencies giving a complete accounting of out-of-state placement activity, the state juvenile justice agency was the only agency reporting such placements.

Locally, a similar number of out-of-state placements were made by both the county social services boards and the local mental health and mental retardation centers. School districts were involved in sending children into other states to a much lesser extent. Out-of-state placement appears to be primarily a local phenomenon in North Dakota, with local child welfare and mental health and mental retardation agencies being responsible for the majority of children leaving the state.

TABLE 35-2. NORTH DAKOTA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type					
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Mental Retardation	Total
State Agency Placements[a]	*	0	20	0	0	20
Local Agency Placements	56	6	--	55	--	117
Total	56	6	20	55	0	137

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 35-15 for specific information regarding state agency involvement in arranging out-of-state placements.

Local out-of-state placement practices are further defined in Table 35-3, where each agency and its county or counties of jurisdiction are ascribed an incidence figure for placements made in 1978 outside of North Dakota. It is important to bear in mind that the jurisdiction of school districts contacted is smaller that the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them.

Among local child welfare agencies, the McLean-Mercer multicounty agency reported the most out-of-state placements, with a total of 14 children leaving North Dakota. The remaining 13 local placing child welfare agencies reported between one to seven placements each, without an apparent trend in terms of level of county urbanization or proximity to other states. Of the two SMSA counties, which are both included in urban areas that cross state lines, Grand Forks reported six placements and Cass reported no child welfare placements.

The six counties containing school districts that reported one placement each are all located on borders with other states. One of them, Cass County, is included in an SMSA that crosses the North Dakota-Minnesota state line. There were three mental health and mental retardation centers in multicounty service regions reporting placements into other states. Two of these regions serve a total of 11 adjacent counties in western North Dakota, seven of which border on Montana and South Dakota. The center serving three counties, in the northwestern corner of the state, reported a single out-of-state placement. The other region, serving eight counties in the southwestern corner, placed four children into other states. Finally, there was one other center serving the northeast portion of the state bordering on Canada, which reported that it was involved in placing 50 children across states lines for care. The counties served by this center include Rolette, Benson, Cavalier, Towner, Eddy, and Ramsey. The placements by this agency constitute the single highest incidence report of any agency, state or local, in North Dakota.

TABLE 35-3. NORTH DAKOTA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Mental Health and Mental Retardation
Adams	657	0	1	--
Barnes	2,217	4	0	--
Benson	1,715	0	0	--
Billings	224	--	0	--
Bottineau	1,719	0	0	--
Bowman	833	--	1	--
Burke	720	0	1	--
Burleigh	8,904	6	0	--
Cass	13,350	0	1	--
Cavalier	2,532	1	0	--
Dickey	1,251	3	0	--
Divide	679	1	1	--
Dunn	973	0	0	--
Eddy	674	0	0	--
Emmons	1,526	--	0	--
Foster	971	0	0	--
Golden Valley	430	--	0	--
Grand Forks	11,704	6	0	--
Grant	984	0	0	--
Griggs	643	0	0	--
Hettinger	1,060	0	0	--
Kidder	813	--	0	--
LaMoure	1,317	0	0	--
Logan	766	0	0	--
McHenry	1,777	--	0	--

Table 35-3. (Continued)

		Number of CHILDREN Placed during 1978		
County Name	1978 Population[a] (Age 8-17)	Child Welfare	Education	Mental Health and Mental Retardation
McIntosh	912	0	0	--
McKenzie	1,151	0	0	--
McLean	2,159	--	0	--
Mercer	1,254	--	0	--
Morton	4,495	2	0	--
Mountrail	1,703	0	0	--
Nelson	1,006	0	0	--
Oliver	550	0	0	--
Pembina	2,176	3	1	--
Pierce	1,361	--	0	--
Ramsey	2,417	0	0	--
Ransom	1,275	0	0	--
Renville	712	0	0	--
Richland	3,080	0	0	--
Rolette	3,528	0	0	--
Sargent	1,139	0	0	--
Sheridan	609	0	0	--
Sioux	1,027	0	0	--
Slope	271	--	0	--
Stark	3,836	5 est	0	--
Steele	595	0	0	--
Stutsman	3,931	1	0	--
Towner	773	0	0	--
Traill	1,260	0	0	--
Walsh	2,944	2	0	--
Ward	11,868	7	0	--
Wells	1,373	0	0	--
Williams	3,613	1	0	--
Multicounty Jurisdictions				
Billings, Golden Valley		0	--	--
Bowman, Slope		0	--	--
Emmons, Kidder		0	--	--
McHenry, Pierce		0	--	--
McLean, Mercer		14	--	--
Adams, Bowman, Slope, Hettinger, Golden Valley, Billings, Dunn, Stark		--	--	4
Divide, Williams, McKenzie		--	--	1
Burke, Mountrail, Renville, Ward, Bottineau, McHenry, Pierce		--	--	0
Wells, Foster, Griggs Barnes, Stutsman LaMoure, Dickey, Logan, McIntosh		--	--	0

Table 35-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Mental Health and Mental Retardation
Multicounty Jurisdictions (Continued)				
Grand Forks, Nelson, Walsh, Pembina		--	--	0
Burleigh, Emmons, Mercer, Oliver, Morton, Sioux, Grant, Sheridan, Kidder, McLean		--	--	0
Rolette, Benson, Cavalier, Towner, Eddy, Ramsey		--	--	50 est
Cass, Sargent, Ransom, Richland, Steele, Traill		--	--	0
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		56 est	6	55 est
Total Number of Local Agencies Reporting		48	317	8

-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The involvement of local agencies in out-of-state placement, without reference to the number of children they may have placed, is summarized in Table 35-4. This table indicates that all contacted local agencies participated in the survey and reported on their placement practices. Local child welfare agencies, as a group, were the most involved in placing children into other states compared to their counterparts in education and mental health and mental retardation. Fourteen of these agencies reported out-of-state placements, compared to six school districts and three community mental health and mental retardation centers.

TABLE 35-4. NORTH DAKOTA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type		
	Child Welfare	Education	Mental Health and Mental Retardation
Agencies Which Reported Out-of-State Placements	14	6	3
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	0	0
Agencies Which Did Not Place Out of State	34	311	5
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	8	317	8

In terms of local agency practices, those agencies not placing children out of state reported why this type of placement had not occurred in 1978, according to the reasons in Table 35-5. Ninety-four percent of the local child welfare agencies made no out-of-state placements because sufficient services were determined to be available to meet children's needs in North Dakota. Between 20 and 27 percent of these agencies also reported that they lacked funds for placement and that they had other reasons for keeping children in North Dakota. Among the "other" reasons mentioned were that parents disapproved of placement into another state and that it was against agency policy to place children out of North Dakota. One agency said that it lacked statutory authority to place children across state lines.

Nearly all school districts about which information was collected did not place children out of state because of the presence of sufficient services in North Dakota. There was less uniformity among the nonplacing mental health and mental retardation agencies in their reasons for not making placements. Three agencies each said that placements were not made because of the lack of funds, because of the presence of sufficient services in the state, and because of other reasons including agency policy and parental disapproval. Two of these agencies also reported lacking statutory authority to make such placements.

TABLE 35-5. NORTH DAKOTA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)		
	Child Welfare	Education	Mental Health and Mental Retardation
Lacked Statutory Authority	1	0	2
Restricted	0	0	0
Lacked Funds	7	0	3
Sufficient Services Available in State	32	302	3
Other[b]	9	7	3
Number of Agencies Reporting No Out-of-State Placements	34	311	5
Total Number of Agencies Represented in Survey	48	317	8

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

The number of local agencies placing children out of state that elicited the consultation or assistance of other public agencies, and the number of placements subject to this cooperation, are reported in Table 35-6. All 14 local child welfare agencies arranging out-of-state placements reported involving other public agencies, and brought this cooperative activity to bear upon 84 percent of their placements.

One-half of the six local education agencies arranging out-of-state placements in 1978 reported this type of interagency activity and it affected one-half of the placements because these same school districts placed one child each. Two of the three placing local mental health and mental retardation agencies reported cooperating with other public agencies in the course of processing children into other states in 1978. However, only one of these agencies could report the number of children subject to this interagency cooperation. The agency placing 50 children out of North Dakota indicated that such cooperation had occurred, but it could not identify how many of the placements involved interagency cooperation. The table, therefore, only indicates that the other mental health and mental retardation agency collaborating with additional public agencies did so for the single placement that it arranged.

TABLE 35-6. NORTH DAKOTA: THE EXTENT OF INTERAGENCY CO-OPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Mental Health and Mental Retardation	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	14	29	6	2	3	36
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	14	100	3	50	1[b]	33
Number of CHILDREN Placed Out of State	56	100	6	100	55	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	47	84	3	50	1	2

a. See Table 35-4.

b. The local mental health and mental retardation which reported placing 50 children out of state in 1978 also reported cooperating with other agencies in those placements, but could not specify how many of the 50 children that cooperation involved.

All local agencies involved in placing children into other states in 1978 were asked to describe these children according to the list of characteristics included in Table 35-7. The largest number of child welfare agencies described children placed out of state as unruly/disruptive and battered, abandoned, or neglected, with both of these categories receiving nine positive responses from the 14 placing agencies. Six or seven agencies also reported that children placed out of North Dakota were mentally retarded or developmentally disabled, or having special education needs. Fewer responses were given to all other descriptive categories except pregnancy, indicating that, as a group, these agencies are involved with children having a very wide variety of problems and conditions.

The six local education agencies arranging placements responded in numbers from two to five agencies per characteristic to describe children leaving the state in 1978. These categories were descriptive of mentally/developmentally, emotionally, or multiply impaired children, and those having special education needs.

The local mental health and mental retardation agencies also described children placed as mentally/developmentally, emotionally, or multiply impaired. To this list, however, was added single responses to describe children placed as physically handicapped, adjudicated delinquent, and children placed for adoption. The last two characteristics could be thought of as rather unusual descriptions of children placed by a mental health agency, especially given the apparent presence of very active child welfare agencies. In summary, children having mental/developmental or emotional impairments were mentioned by all local agency types placing children out of state.

TABLE 35-7. NORTH DAKOTA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting Child Welfare	 Education	 Mental Health and Mental Retardation
Physically Handicapped	3	0	1
Mentally Retarded or Developmentally Disabled	6	5	2
Unruly/Disruptive	9	0	0
Truant	4	0	0
Juvenile Delinquent	3	0	1
Mentally Ill/Emotionally Disturbed	5	3	2
Pregnant	0	0	0
Drug/Alcohol Problems	1	0	0
Battered, Abandoned, or Neglected	9	0	0
Adopted	2	0	1
Special Education Needs	7	5	0
Multiple Handicaps	5	2	1
Other[b]	1	0	0
Number of Agencies Reporting	14	6	3

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of North Dakota's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local North Dakota agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 35-1. Only five local child welfare agencies and one mental health and mental retardation center were Phase II agencies in 1978. However, these agencies were at least one-third of the placing agencies within their agency type. The Phase II child welfare agencies, in fact, arranged 68 percent of the child welfare placements in 1978, and the one Phase II mental health and mental retardation agency was responsible for 91 percent of the 55 out-of-state placements reported. Clearly, the detailed information to be reported on the practices of Phase II agencies is descriptive of the majority of out-of-state placements arranged by North Dakota local agencies in 1978.

FIGURE 35-1. NORTH DAKOTA: RELATIONSHIP BETWEEN THE NUMBER OF AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

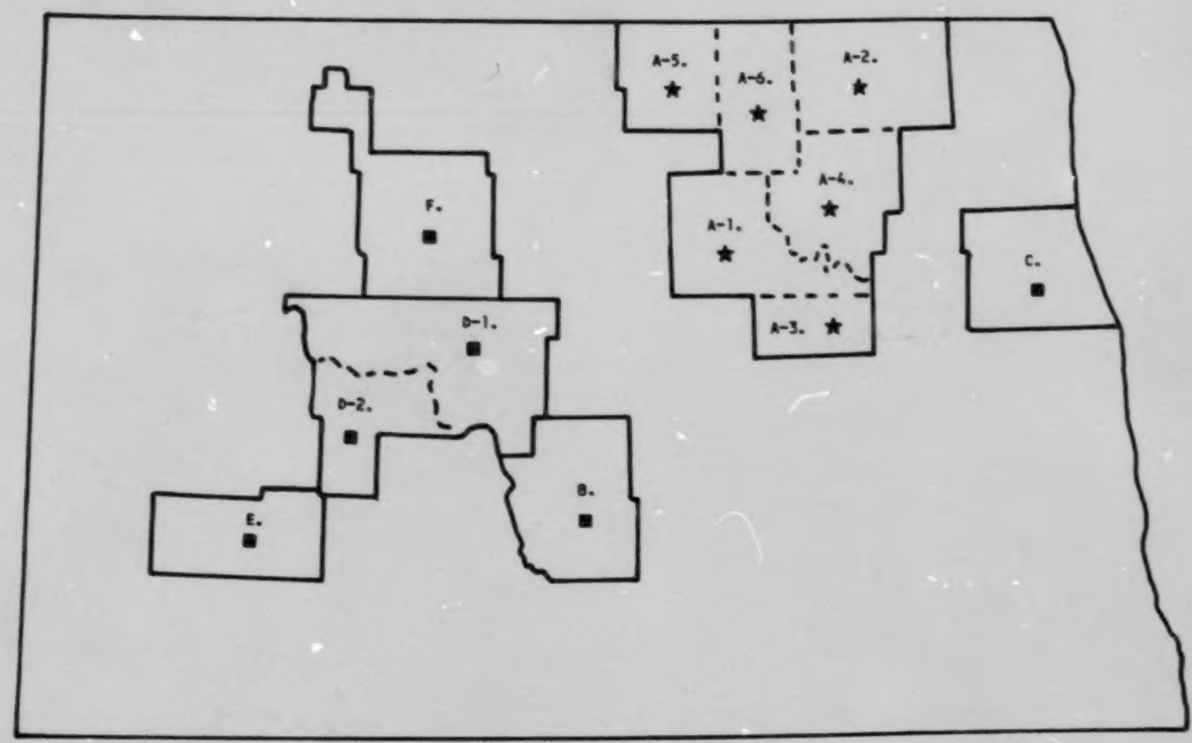
	Child Welfare	Mental Health and Mental Retardation
Number of AGENCIES	48	8
Number of AGENCIES Reporting Out-of-State Placements in 1978	14	3
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	5	1
Number of CHILDREN Placed Out of State in 1978	56	55
Number of CHILDREN Placed by Phase II Agencies	38	50
Percentage of Reported Placements in Phase II	68	91

The North Dakota Phase II agencies' geographic locations, by county of jurisdiction, are illustrated in Figure 35-2. Four of the five Phase II child welfare agencies serve counties which are clustered in the west-central part of the state, while the fifth agency serves the Grand Forks SMSA, which also includes part of Minnesota.

The single Phase II mental health and mental retardation agency, already discussed in relation to Table 35-3, serves six counties in the northeast portion of North Dakota bordering Canada.

[redacted]

FIGURE 35-2. NORTH DAKOTA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES



County	
A-1.	Benson
A-2.	Cavalier
A-3.	Eddy
A-4.	Ramsey
A-5.	Rolette
A-6.	Towner
B.	Burleigh
C.	Grand Forks
D-1.	McLean
D-2.	Mercer
E.	Stark
F.	Ward

KEY

■ Child Welfare Phase II Agency Jurisdiction

★ Mental Health/Mental Retardation Phase II Agency Jurisdiction

Phase II agencies were asked to specify the number of children which went to specific receiving states. Their destinations are included in Table 35-8. Destinations for the 50 children reported by the single Phase II mental health and retardation center were not reported and are, therefore, designated as not available in the table.

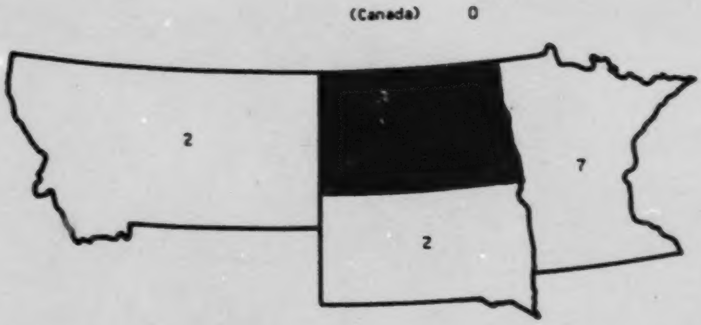
Settings in Minnesota received the largest number of children placed out of North Dakota by local Phase II child welfare agencies, receiving seven children. Nebraska and Wisconsin received five children each, and the remaining 14 children for which destinations were reported went to nine states located throughout the country in small numbers. Destinations were not available for seven children.

TABLE 35-8. NORTH DAKOTA: DESTINATIONS OF CHILDREN PLACED BY PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed: Child Welfare	Number of CHILDREN Placed: Mental Health and Mental Retardation
California	2	
District of Columbia	2	
Minnesota	7	
Montana	2	
Nebraska	5	
Ohio	1	
Oregon	1	
South Dakota	2	
Tennessee	1	
Texas	1	
Washington	2	
Wisconsin	5	
Placements for Which Destinations Could Not be Reported by Phase II Agencies	7	All
Total Number of Phase II Agencies	5	1
Total Number of Children Placed by Phase II Agencies	38	50

The use of settings in states contiguous to North Dakota to receive children is demonstrated by the following Figure 35-3. Information is only included for the Phase II child welfare agencies because the mental health and mental retardation center placing more than four children did not report destinations. The 11 children placed into Minnesota, Montana, and South Dakota constitute 35 percent of all children placed for which destinations could be reported.

FIGURE 35-3. NORTH DAKOTA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO NORTH DAKOTA BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II child welfare agencies reported destinations for 31 children.

Local Phase II agencies explained why these placements were made, according to the list of reasons contained in Table 35-9. The most frequent reason for placing children into other states that was reported by the responding local child welfare agencies was the placement was arranged in order that children could live with relatives. Three agencies also indicated "other" reasons for placements and one or two of the five agencies responded positively to all other reasons offered for description except placing a child into an out-of-state facility that was closer to a child's home than one located in North Dakota.

The single mental health and mental retardation agency providing this information placed children out of state because they failed to adapt to facilities in North Dakota or so they could live in the home of relatives other than parents.

TABLE 35-9. NORTH DAKOTA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

	Number of AGENCIES Reporting	
Reasons for Placement[a]	Child Welfare	Mental Health and Mental Retardation
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0	0
Previous Success with Receiving Facility	1	0
Sending State Lacked Comparable Services	1	0
Standard Procedure to Place Certain Children Out of State	2	0
Children Failed to Adapt to In-State Facilities	1	1
Alternative to In-State Public Institutionalization	2	0
To Live with Relatives (Non-Parental)	4	1
Other	3	0
Number of Phase II Agencies Reporting	5	1

a. Some agencies reported more than one reason for placement.

The local Phase II agencies also described the type of setting most often selected to receive these North Dakota children in 1978. Table 35-10 indicates that, among reporting social services boards, two most frequently sent children to residential treatment/child care facilities, two sent children to live with relatives most often, and one used foster homes most frequently in that year. The mental health and mental retardation agency also placed children most frequently with relatives other than parents.

TABLE 35-10. NORTH DAKOTA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Child Welfare	Mental Health and Mental Retardation
Residential Treatment/Child Care Facility	2	0
Psychiatric Hospital	0	0
Boarding/Military School	0	0
Foster Home	1	0
Group Home	0	0
Relative's Home (Non-Parental)	2	1
Adoptive Home	0	0
Other	0	0
Number of Phase II Agencies Reporting	5	1

The same local agencies describing reasons for out-of-state placement and the type of setting most frequently receiving children described their monitoring practices in 1978 and the frequency with which they were undertaken. The five reporting child welfare agencies received written progress reports, three on a quarterly basis and two semiannually. Telephone calls were also mentioned, and one agency said they were made quarterly while the other said at intervals other than those offered for description. One of the five agencies mentioned making on-site visits at intervals other than listed in the table.

The single mental health and mental retardation agency reporting 1978 monitoring information received quarterly written progress reports and made telephone calls at "other" intervals.

TABLE 35-11. NORTH DAKOTA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Child Welfare	Mental Health and Mental Retardation
Written Progress Reports	Quarterly	3	1
	Semiannually	2	0
	Annually	0	0
	Other[b]	0	0
On-Site Visits	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	1	0
Telephone Calls	Quarterly	1	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	1	1
Other	Quarterly	1	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	2	0

TABLE 35-11. NORTH DAKOTA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Child Welfare	Number of AGENCIES[a] Mental Health and Mental Retardation
Total Number of Phase II Agencies Reporting		5	1

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Among those agencies placing more than four children out of North Dakota in 1978, one social services board reported spending $13,000 for this purpose in 1978, and the mental health and mental retardation agency made no expenditures for out-of-state placements. The other four child welfare agencies did not report fiscal information.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to a study about the out-of-state placement of children concerns the extent to which interstate compacts are utilized to arrange such placements. Table 35-12 reports overall findings about the use of compacts in 1978 by local agencies which arranged out-of-state placements. Information is given to facilitate a comparison of compact utilization across agency types and between agencies with four or less and five or more placements (Phase II). In addition, the specific type of compact which was used by Phase II agencies is reported in Table 35-12.

Consideration of compact utilization by local North Dakota agencies, in total, shows that all the child welfare and mental health/mental retardation agencies reported utilizing an interstate compact when arranging out-of-state placements in 1978. The six local agencies which reported no compact use were the six placing school districts. It should be noted that no compact includes placements to facilities solely educational in nature under its purview.

Among the 14 child welfare agencies which utilized a compact, four Phase II agencies reported arranging placements through the Interstate Compact on the Placement of Children and one placed children through the Interstate Compact on Juveniles. The Phase II mental health and mental retardation agency could not report the interstate compact it used in 1978, although it did rule out the Interstate Compact on Mental Health.

TABLE 35-12. NORTH DAKOTA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES Child Welfare	Number of AGENCIES Education	Number of AGENCIES Mental Health and Mental Retardation
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	9	6	2
• Number Using Compacts	9	0	2
• Number Not Using Compacts	0	6	0
• Number with Compact Use Unknown	0	0	0

TABLE 35-12. (Continued)

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Mental Health and Mental Retardation
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	5	0	1
● Number Using Compacts	5	--	1
Interstate Compact on the Placement of Children			
Yes	4	--	0
No	0	--	0
Don't Know	1	--	1
Interstate Compact on Juveniles			
Yes	1	--	0
No	3	--	0
Don't Know	1	--	1
Interstate Compact on Mental Health			
Yes	0	--	0
No	5	--	1
Don't Know	0	--	0
● Number Not Using Compacts	0	--	0
● Number with Compact Use Unknown	0	--	0
TOTALS			
Number of AGENCIES Placing Children Out of State	14	6	3
Number of AGENCIES Using Compacts	14	0	3
Number of AGENCIES Not Using Compacts	0	6	0
Number of AGENCIES with Compact Use Unknown	0	0	0

-- denotes Not Applicable.

Table 35-13 provides additional information about the utilization of interstate compacts by North Dakota local agencies. This table is organized similar to Table 35-12, but reports findings about the number of children who were or were not placed out of North Dakota with a compact. In total, only 11 children were reported placed in other states without a compact, six of these placements having been made by local school districts in 1978.

Child welfare agencies utilized a compact for at least 38 children's placements, including Phase II agencies reporting use of the Interstate Compact on Juveniles for four children. Only three out-of-state placements arranged by local mental health and mental retardation agencies were definitely arranged with compact use in 1978. The single Phase II agency could not specify how many of the 50 children it placed out of state were sent with the use of a compact.

TABLE 35-13. NORTH DAKOTA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN Child Welfare	 Education	 Mental Health and Mental Retardation
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	18	6	5
• Number Placed with Compact Use	9	0	2
• Number Placed without Compact Use	0	6	0
• Number Placed with Compact Use Unknown[a]	9	0	3
CHILDREN PLACED BY PHASE II AGENCIES	38	0	50
• Number Placed with Compact Use	29	--	1
Number through Interstate Compact on the Placement of Children	24	--	0
Number through Interstate Compact on Juveniles	4	--	0
Number through Interstate Compact on Mental Health	0	--	0
• Number Placed without Compact Use	5	--	0
• Number Placed with Compact Use Unknown	4	--	49
TOTALS			
Number of CHILDREN Placed Out of State	56	6	55
Number of CHILDREN Placed with Compact Use	38	0	3
Number of CHILDREN Placed without Compact Use	5	6	0
Number of CHILDREN Placed with Compact Use Unknown	13	0	52

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placements and the others are included in the category "number placed with compact use unknown."

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

A graphic summarization of these findings about local agency utilization of interstate compacts in North Dakota is illustrated in Figures 35-4, 5, and 6. These figures illustrate the percentage of placements arranged by agencies of each service type which were compact arranged, noncompact arranged, and undetermined with respect to compact use.

FIGURE 35-4. NORTH DAKOTA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

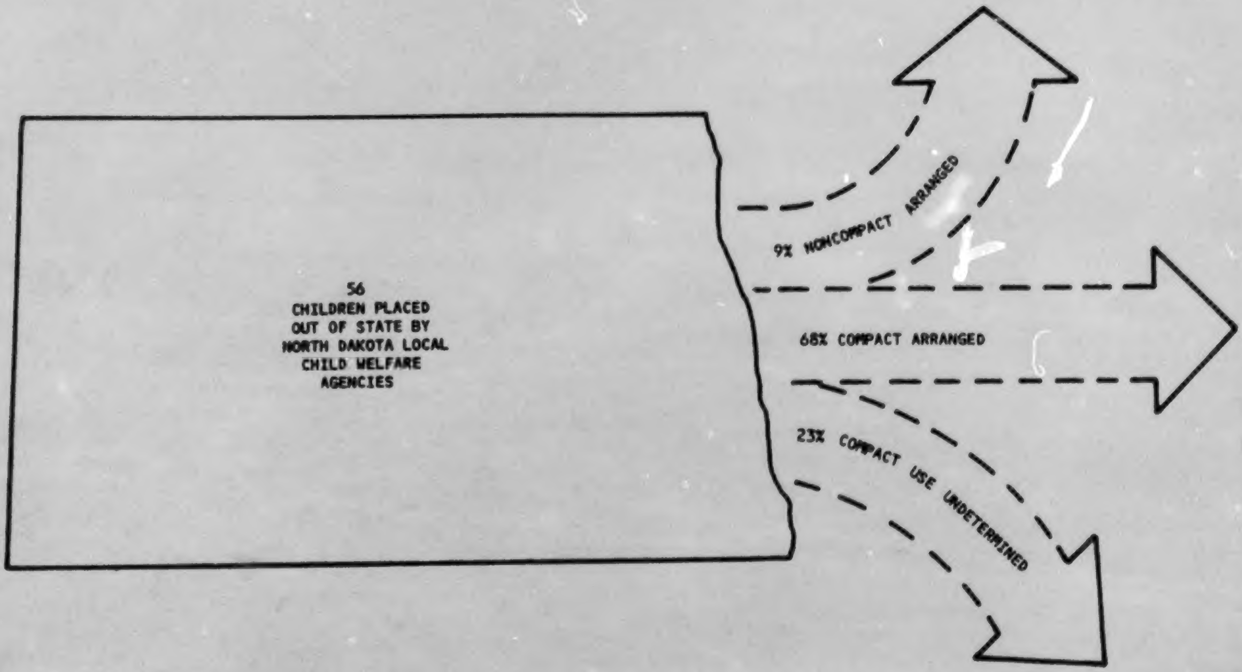

56
CHILDREN PLACED
OUT OF STATE BY
NORTH DAKOTA LOCAL
CHILD WELFARE
AGENCIES
9% NONCOMPACT ARRANGED
68% COMPACT ARRANGED
23% COMPACT USE UNDETERMINED

FIGURE 35-5. NORTH DAKOTA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

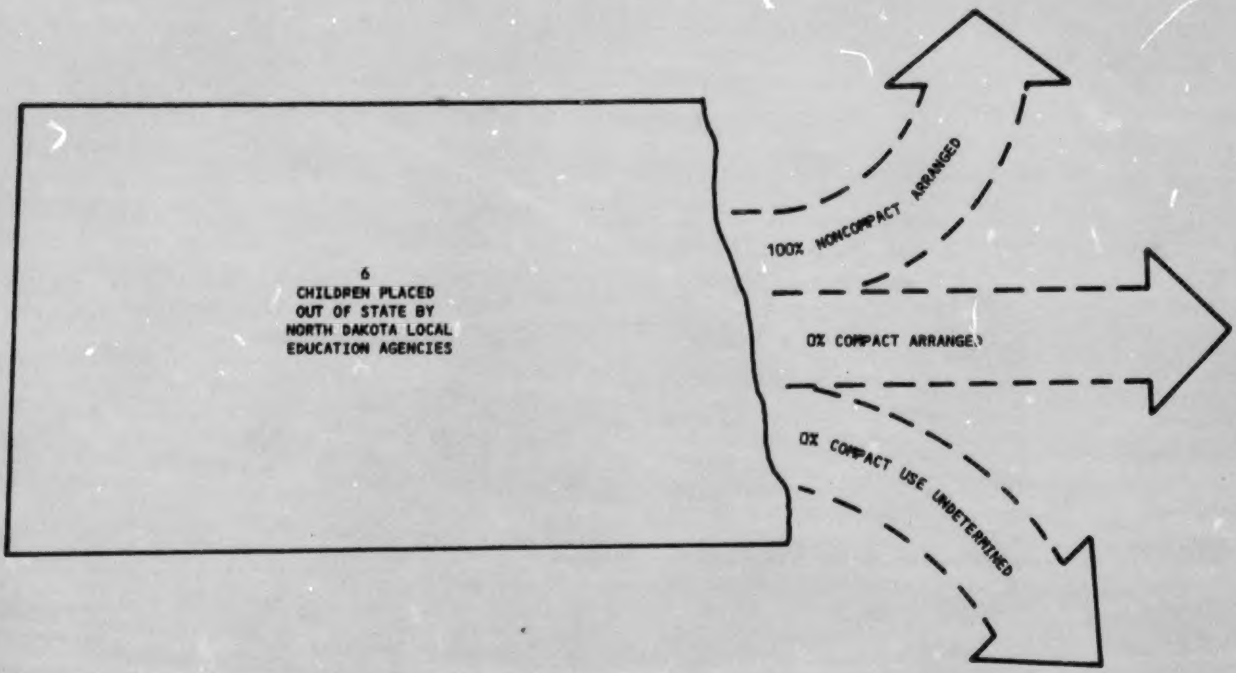
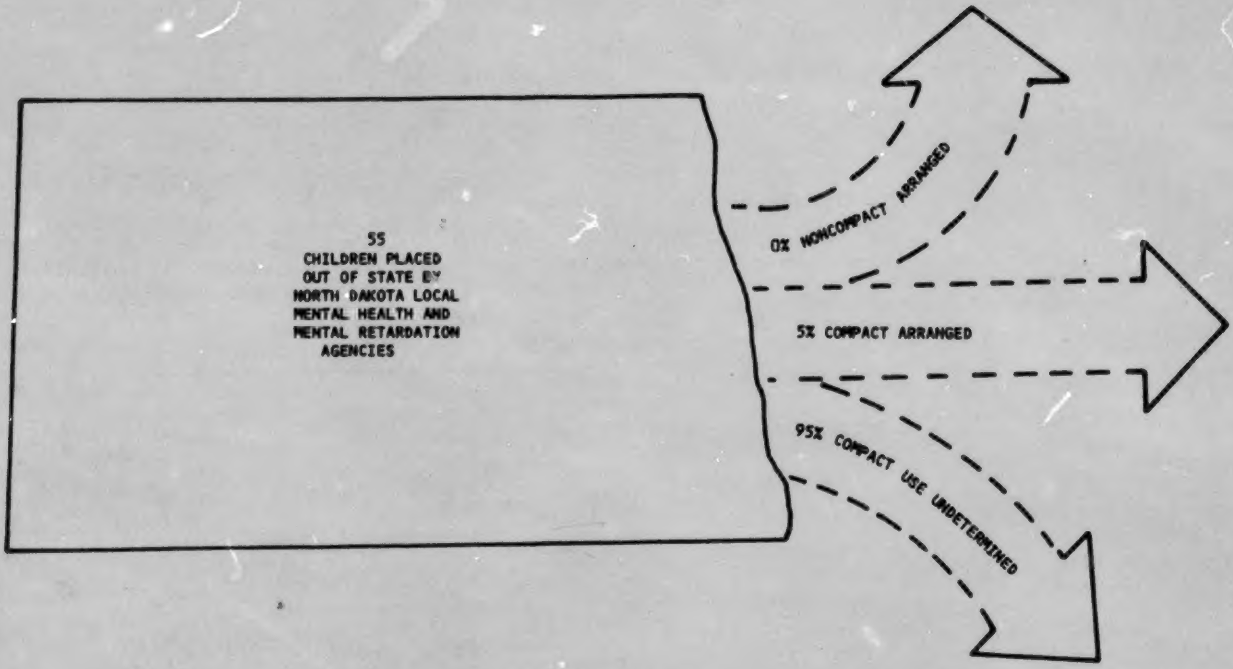

6
CHILDREN PLACED
OUT OF STATE BY
NORTH DAKOTA LOCAL
EDUCATION AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

FIGURE 35-6. NORTH DAKOTA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL MENTAL HEALTH AND MENTAL RETARDATION AGENCIES IN 1978


55
CHILDREN PLACED
OUT OF STATE BY
NORTH DAKOTA LOCAL
MENTAL HEALTH AND
MENTAL RETARDATION
AGENCIES
0% NONCOMPACT ARRANGED
5% COMPACT ARRANGED
95% COMPACT USE UNDETERMINED

North Dakota's state agencies also reported interstate compact utilization for the out-of-state placements of which they had knowledge. The state child welfare agency reported that all 79 out-of-state placements it was aware of were processed through a compact. The state juvenile justice agency also reported total compact utilization for the placement of 20 children in 1978.

In contrast, neither the state education agency nor the state mental health and mental retardation agency reported any compact utilization of the local agency placements.

TABLE 35-14. NORTH DAKOTA: UTILIZATION OF INTERSTATE
COMPACTS REPORTED BY STATE AGENCIES IN
IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	*a	6	20	55
Total Number of Compact-Arranged Placements Reported by State Agencies	79	0	20	0
Percentage of Compact-Arranged Placements	*	0	100	0

* denotes Not Available.

a. The state child welfare agency reported that local agencies arranged 79 out-of-state placements in 1978 but could not report the number of placements it helped to arrange without legal or fiscal requirements. The survey of local agencies identified 56 out-of-state placements.

E. The Out-of-State Placement Practices of State Agencies

The state agency placement data that was introduced in the second table of this profile is expanded in Table 35-15 to include the incidence of out-of-state placement according to the role the state agencies took in the placement process. While SSB's Children and Family Services did report arranging and funding 79 out-of-state placements, it did not indicate how many placements in which it participated without formal legal or financial responsibility. Accordingly, the total of 79 children indicated at the bottom of the table should be read to indicate the number of placements which the agency could report about and not the total number in which the agency was involved.

The Department of Public Instruction, the state education agency, indicated funding the six locally arranged out-of-state placements. No other involvement was undertaken by the state agency. The state juvenile justice agency was involved in arranging and funding 12 out-of-state placements and further participating in arranging the placement of eight children for which it did not have formal legal or fiscal responsibility. No placements were reported by the state mental health and mental retardation agency. This is in strong contrast to local reports, especially considering a local agency indicating it was involved in the placement of 50 children. The state mental retardation hospitals were not involved in any out-of-state placments or transfers in 1978.

TABLE 35-15. NORTH DAKOTA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Mental Retardation
State Arranged and Funded	0	0	12	0	0
Locally Arranged but State Funded	79	6	--	0	--
Court Ordered, but State Arranged and Funded	0	0	0	0	0
Subtotal: Placements Involving State Funding	79	6	12	0	0
Locally Arranged and Funded, and Reported to State	0	0	--	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	8	0	0
Other	0	0	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	79	6	20	0	0

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

Table 35-16, providing the destinations of children reported out of state, indicates that the state child welfare agency did not provide this information. Five of the six placements reported by the Department of Public Instruction were to areas contiguous to North Dakota: Minnesota, South Dakota, and Canada. The remaining child was placed into a setting in Colorado.

The state juvenile justice agency placed 20 children into 14 states, including the three states bordering North Dakota. One-fourth of these children went to these bordering states, one-fourth to Texas, and the remaining ten children went to as many states, as near as Wyoming and as far as Alaska and Louisiana.

TABLE 35-16. NORTH DAKOTA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
Alaska		0	1
Colorado		1	0
Idaho		0	1
Indiana		0	1
Louisiana		0	1
Minnesota		2	3
Missouri		0	1
Montana		0	1
Oregon		0	1
Pennsylvania		0	1
South Dakota		2	1
Texas		0	5
Utah		0	1
Wisconsin		0	1
Wyoming		0	1
Canada		1	0
Placements for Which Destinations Could Not be Reported by State Agencies	All	0	0
Total Number of Placements	79	6	20

The descriptions by state agencies of the children placed into other states are contained in Table 35-17. The state education agency and the juvenile justice agency provided a fairly circumscribed picture of the children they reported placed out of state. The education agency indicated that children placed into other states were mentally, developmentally, or emotionally impaired, while the state-operated juvenile justice agency placed only children who were unruly/disruptive, or adjudicated delinquent.

The SSB's Children and Family Services, however, indicated involvement in the placements of a variety of children. They included children with all types of handicaps, including emotional impairment, and dependency cases, as well as those children who were unruly/disruptive or with a history of substance abuse.

TABLE 35-17. NORTH DAKOTA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]		
	Child Welfare	Education	Juvenile Justice
Physically Handicapped	X	0	0
Mentally Handicapped	X	X	0
Developmentally Disabled	X	X	0
Unruly/Disruptive	X	0	X

TABLE 35-17. (Continued)

Types of Conditions	Agency Type[a] Child Welfare	 Education	 Juvenile Justice
Truants	0	0	0
Juvenile Delinquents	0	0	X
Emotionally Disturbed	X	X	0
Pregnant	0	0	0
Drug/Alcohol Problems	X	0	0
Battered, Abandoned, or Neglected	X	0	0
Adopted Children	0	0	0
Foster Children	X	0	0
Other	0	0	0

a. X indicates conditions reported.

Children placed out of North Dakota by the child welfare agency most frequently went to foster homes while the juvenile justice agency most often selected relatives' homes to receive children leaving the state in 1978. The Department of Public Instruction reported that residential treatment or child care facilities were the primary setting of choice for children reported by that agency to be placed out of North Dakota.

All state agencies reporting out-of-state placements were asked to report their expenditures for the placements, but the information was not available from any of those described in this profile.

F. State Agencies' Knowledge of Out-of-State Placements

Table 35-18 reviews the out-of-state placement involvement of North Dakota public agencies and each state agency's knowledge of this placement activity. The state child welfare agency could not report those placements which the state agency helped to arrange in 1978 without legal or fiscal requirements (see Table 35-15). However, it did report that 79 children were placed out of state by local agencies in that year, attributing 23 more placements to these agencies than the local survey identified as having occurred.

The state education agency accurately reported local school districts' out-of-state placement activity and the state juvenile justice agency reported its own involvement in 20 placements in 1978. Finally, the state mental health and mental retardation agency did not report any of the 55 children who were placed out of North Dakota by local agencies.

TABLE 35-18. NORTH DAKOTA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*a	6	20	55
Total Number of Placements Known to State Agencies	79	6	20	0
Percentage of Placements Known to State Agencies	*	100	100	0

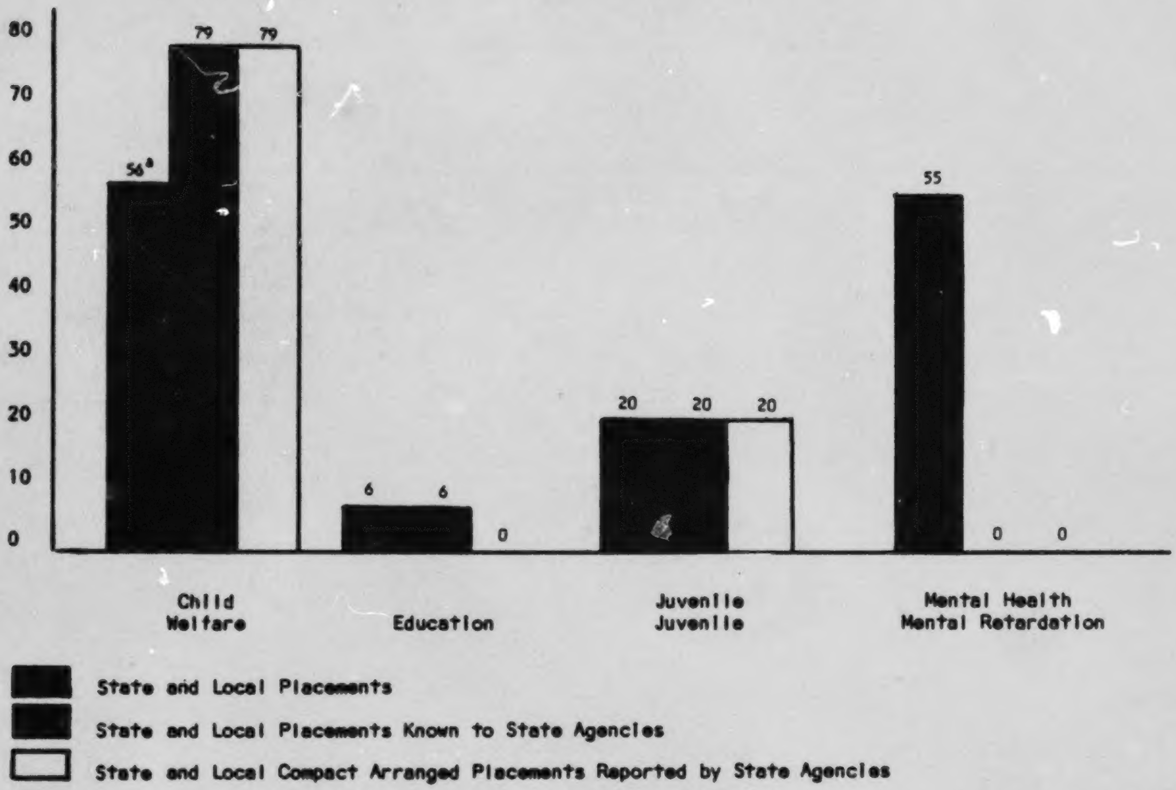
* denotes Not Available.

a. The state child welfare agency reported that local agencies arranged 79 out-of-state placements in 1978 but could not report the number of placements it helped to arrange without legal or fiscal requirements. The survey of local child welfare agencies identified 56 children placed out of state.

The overrepresentation of local child welfare agencies' 1978 placement activity by the state agency and the opposite reporting problem for the state mental health and mental retardation agency are illustrated in Figure 35-7. State agencies' knowledge of compact utilization is also displayed, with the state child welfare agency's response leading to further discussion.

It should be recalled from Table 35-13 that local child welfare agencies reported utilizing an interstate compact in 1978 for at least 38 placements, but for no more than 51 children (if the 13 placements with undetermined use were included). These figures vary significantly from the 79 compact-arranged placements the state agency reported. Possible explanations for this discrepancy include the state's inclusion of children whose placements were locally anticipated in 1978, and started through the compact process but never implemented, or placements which may have actually been implemented prior to or after 1978 but which received compact approval during the reporting year.

FIGURE 35-7. NORTH DAKOTA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. The local child welfare agencies reported to have arranged 56 placements. The state child welfare agency reported 79 placements but could not determine local or state involvement.

V. CONCLUDING REMARKS

Below appear some of the trends and important points which appear in the results of the survey in North Dakota.

- Although there is comparatively little out-of-state placement activity at the state and local levels in North Dakota, the placement of 50 children by a local mental health agency is noteworthy, as is the omission of these children from the state agency incidence report.
- There seems to be a trend across agency types to place the physically, mentally, or emotionally handicapped child into other states and to frequently use the homes of relatives other than parents to receive children leaving North Dakota.
- Conclusions about the whereabouts of children placed out of state in 1978 are not easily drawn, given the absence of destination information from the state child welfare agency and the local mental health and mental retardation agency placing more than four children, which together placed 129 children across state lines in 1978.

- The ability of the Department of Public Instruction to accurately report the number of children local school districts were involved in placing out of North Dakota in 1978 indicates a strong regulatory ability on the part of the state agency.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in North Dakota in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: The 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN OHIO

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly, Joe Todd, Assistant Director of Administrative Services, Division of Special Education, Department of Education; Jean Kleinschmidt, former Administrator, Interstate Placement Unit, Department of Public Welfare; Teri Sheehan, former Deputy Administrator, Interstate Compact on Juveniles, Ohio Youth Commission; and both Mary Land, Compact Administrator, and Nancy McAvoy, Residential Coordinator, Division of Mental Retardation and Development Disabilities, Department of Mental Health and Mental Retardation.

II. METHODOLOGY

Information was systematically gathered about Ohio from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Ohio appears below in Table 36-1.

TABLE 36-1. OHIO: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
State Agencies	Telephone interview	Telephone interview	Telephone interview	Telephone interview	Telephone interview
	Mailed Survey: DPW officials	Mailed Survey: DOE officials	Mailed Survey: OYC officials	Mailed Survey: DMHMR officials	Mailed Surveys: DMHMR officials
Local Agencies[a]	Telephone Survey: All 88 local child welfare agencies	Telephone Survey: 10 percent sample of all 615 school districts to verify state information[b]	Telephone Survey: All 88 local juvenile probation agencies	Not Applicable (State Offices)	Telephone Survey: 10 percent sample of all 85 local mental retardation agencies to verify state information[b]

a. The telephone survey was conducted by the Ohio Youth Services Network under a subcontract to the Academy.

b. Information attributed in this profile to the state's school districts and local mental retardation agencies was gathered from the state education agency and DMHMR, respectively, and the ten percent samples.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Ohio has the 35th largest land area (40,975 square miles) and is the sixth most populated state (10,735,280) in the United States. It has 142 cities with populations over 10,000 and 36 cities with populations over 30,000. Cleveland is the most populated city in the state, with a population of over 600,000. Columbus, the capital, is the second most populated city in the state, with a population of over 500,000. Ohio has 88 counties. The estimated 1978 population of persons eight to 17 years old was 1,931,691.

The state has 16 Standard Metropolitan Statistical Areas (SMSAs) and five of them are contiguous to other states, West Virginia, Michigan, Kentucky, and Indiana. The state also borders Pennsylvania.

Ohio was ranked 36th nationally in total state and local per capita expenditures, 27th in per capita expenditures for education, and 26th in per capita expenditures for public welfare.[1]

B. Child Welfare

Ohio has a state-supervised, county-administered child welfare system with 88 county welfare agencies responsible for the delivery of services. Forty-one counties have established separate children's services boards responsible for administering child welfare services and in the remaining 47 counties that responsibility is carried out by county welfare departments. Services provided to children include adoption, counseling, day care, foster care, and general child protection services. Counties are estimated to spend between $50 million and $60 million annually for child welfare services.

The Ohio Department of Public Welfare channeled state and federal funds to the counties for financial and medical assistance, and social service programs which totaled $1.3 billion in fiscal 1978. Of that amount, $5.4 million consisted of a state child welfare subsidy for assistance in the delivery of child protection services. The department's other functions include Title XX planning, child care licensing, and the provision of technical assistance. In addition, the DPW administers the Interstate Compact on the Placement of Children (ICPC), of which Ohio has been a member since 1976.

C. Education

The Ohio Constitution establishes the State Board of Education whose members are elected by the 23 congressional districts in Ohio and who, in turn, select the State Superintendent of Public Instruction. The Ohio Department of Education is the administrative arm of the State Board of Education, and its superintendent has responsibility for overseeing public education provided in state agencies and the 615 local public school districts.

School districts in Ohio are prohibited from placing children in private schools out of state. This prohibition is a consequence of state legislation which only authorizes the provision of special education services for handicapped children through public education agencies. Article VI, No. 2, of the Ohio Constitution, as interpreted in 1933 by the Ohio Attorney General's Opinion 1409, expressly prohibits the use of school funds for private schools. Therefore, no educational placements can be made to a private school. Instead, school districts can only authorize the Ohio Department of Mental Health and Mental Retardation or other public education agencies to provide special education services. When a school district places a handicapped child in another school district, a state mental retardation facility, or with a local mental retardation board for special education services, tuition may be paid by the child's school district of residence. Handicapped children may be placed in private schools in Ohio or out of state by parents, but only when their child's right to a "free and appropriate public education" has been waived and no public school funds are expended.

D. Juvenile Justice

The Ohio Youth Commission (OYC) is the state agency responsible for administering correctional services to delinquent youth committed to the care and custody of the state. The OYC operates and funds a continuum of services, including correctional institutions, camps, group homes, foster homes, and various nonresidential programs. Subsidies for local probation services, prevention, detention, and diversion are administered by the OYC. In addition, the Interstate Compact on Juveniles (ICJ), of which Ohio has been a member since 1957, is administered by the OYC.

Ohio also has a county-based juvenile court structure. In all but two counties, the juvenile court is part of either a division of domestic relations or a division of probate of the court of common pleas. Cuyahoga County (Cleveland) has an independent juvenile court, and the Hamilton County Juvenile Court (Cincinnati) is a separate division of the common pleas court. All 88 juvenile courts have exclusive original jurisdiction over delinquent, neglected, and "unruly" children under the age of 18.

Juvenile probation services are funded by county government and administered by juvenile judges. There is a juvenile probation department in every county, but in some the services are consolidated with adult probation. Both juvenile court judges and probation officers may place delinquents, status offenders, and abused, neglected, or dependent children out of state for residential and foster care. The courts may also award custody of children to a local child welfare agency, which in turn may arrange an out-of-state placement. The placements may also be arranged through the ICPC or the ICJ. It was reported by OYC officials that when state subsidy funds are involved in purchasing out-of-state foster or residential care, the reimbursement approval is contingent upon compact utilization.

E. Mental Health and Mental Retardation

Mental health and mental retardation programs are the shared responsibility of state and local governments in Ohio. The Ohio Department of Mental Health and Mental Retardation (DMHMR) has responsibility for both service areas through its Division of Mental Health and Division of Mental Retardation and Developmental Disabilities. The Division of Mental Health operates five residential facilities for emotionally disturbed children and youth. In addition, drug abuse services are provided to children through the division's Bureau of Drug Abuse. The Division of Mental Retardation and Developmental Disabilities operates 13 institutions and about 11 percent of the patients are between the ages of seven and 18. The division also funds several group homes in order to serve children in community-based settings. The department is responsible for statewide planning for mental health and mental retardation, and the licensure of both residential and nonresidential programs serving this population. The DMHMR also administers the Interstate Compact on Mental Health (ICMH) which is used for the interstate transfer of hospitalized patients to public hospitals in other states. Ohio has been a member of the compact since 1959.

Other community-based mental health and mental retardation services are delivered by separate agencies at the local government level. All 88 counties have "648" boards (named after authorizing legislation) which are responsible for funding mental health services through contracts with private providers for both children and adults. These private providers offer services to children which include prevention programs, diagnostic services, education, consultation, crisis intervention, short-term residential care, outpatient therapy, and day treatment services.

State officials reported that children committed to the DMHMR or placed into state-operated group homes are placed only within licensed facilities, all of which are located in Ohio.[2] The only exception mentioned involved institutional transfers to another state, arranged through the ICMH when a child's parents or guardians move to another state. The mental health "648" boards do not provide direct services and, therefore, would not directly participate in placement decisions regarding children served by the contracted private agencies they fund. It was reported that 169 boards are authorized to expend local revenue for purchasing services in private agencies, but only from agencies within its county of jurisdiction. In addition, it was reported that neither "648" boards or the 169 boards are authorized to expend state revenue in programs not licensed by the DMHMR.

F. Recent Developments

In 1978, the Ohio General Assembly enacted legislation which established the Ohio Commission for Children to act in an advocacy and planning role for children and their families. Membership includes the directors of the Department of Mental Health and Mental Retardation and the Ohio Youth Commission, the Superintendent of Public Instruction, as well as legislators and representatives of the public. The commission is charged with facilitating coordination for federal, state, and local policies which affect children and to make recommendations for improving services to children.

The Ohio legislature is also studying legislation to authorize the chief of the Division of Mental Retardation and Developmental Disabilities, within the Department of Mental Health and Mental Retardation, to contract with facilities in any state for services to the mentally retarded which are unavailable in Ohio. This bill has received several hearings and is currently assigned to a subcommittee in the Ohio House of Representatives.

Finally, the legislature is considering a bill which would require any Ohio residential facility housing out-of-state children to pay tuition to the local school board in exchange for educational services provided to those children. This legislation has been passed by the Ohio house and is now awaiting a committee assignment in the senate.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The following discussion and tabular display sets forth major findings from the survey of Ohio's state and local public agencies responsible for child welfare, education, juvenile justice, mental health, and mental retardation. The information is purposely organized in a manner which is responsive to the major questions posed about the out-of-state placement of children.

A. The Number of Children Placed in Out-of-State Residential Settings

The total number of children reported placed out of state in 1978 by both state and local public agencies is summarized, by agency type, in Table 36-2. In total, 795 children were reported placed in out-of-state residential care by Ohio public youth-serving agencies. All but four of those out-of-state

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placements were arranged by agencies responsible for child welfare and juvenile justice, especially agencies under the auspices of local government. Consistent with state legislation described in section III, no children were reported to have been placed out of state by the Department of Education or the 615 local public school districts. Similarly, the local public mental retardation agencies were found to comply with the restriction against purchasing services outside their county of jurisdiction and, therefore, did not arrange any out-of-state placements.

Ohio's local child welfare agencies arranged out-of-state placements for 434 children in 1978, which consisted of 55 percent of the statewide total of such placements. The state child welfare agency was able to report that 239 children were placed out of Ohio to its knowledge, but could provide the number arranged by the state agency. Table 36-2 points out that 357 children were placed out of state by juvenile justice agencies and the majority of those placements were arranged by local government agencies. Finally, it can be seen that four children were placed in out-of-state residential care by the state agency responsible for mental health and mental retardation.

It should be understood in considering the information discussed that the total number of reported out-of-state placements given in Table 36-2 is somewhat of an overrepresentation of the actual incidence of such placements. Agencies sometimes cooperate with each other to arrange certain placements which can result in a duplicate count with respect to the number of out-of-state placements reported. This possibility was examined and will be reported in Table 36-6.

TABLE 36-2. OHIO: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type					
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Mental Retardation	Total
State Agency Placements[a]	*[b]	0	66	4	--[c]	70
Local Agency Placements	434	0	291	--	0	725
Total	434	0	357	4	0	795

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 36-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. The state child welfare agency was able to report knowledge of 239 out-of-state placements arranged in 1978, but was not able to distinguish between state and local agency involvement.

c. The Department of Mental Health and Mental Retardation was contacted for this information and that state agency's response is displayed in another column of this table.

The number of out-of-state placements arranged by local child welfare and juvenile justice agencies in Ohio in 1978 is displayed by county of agency jurisdiction in Table 36-3. The 1978 population estimate for children eight to 17 years old residing in each county is also listed in the table in order to consider the relationship between population and the incidence of out-of-state placements. A review of the incidence of out-of-state placements arranged by local child welfare agencies clearly shows that the more highly populated counties placed greater numbers of children out of state in 1978. The 12 counties with juvenile populations over 40,000 (Butler, Cuyahoga, Franklin, Hamilton, Lake, Lorain, Lucas, Mahoning, Montgomery, Stark, Summit and Trumbull Counties) are an example of this fact. The child welfare agencies in these counties arranged 73 percent of all out-of-state placements reported by such agencies in 1978.

Another pattern suggested through consideration of the information displayed in Table 36-3 about the out-of-state placement practices of Ohio's local child welfare agencies is that agencies with jurisdiction in counties close to contiguous states account for a significant number of all such placements arranged. An analysis of Ohio's geography in conjunction with the distribution of placements found that about 60 percent of all out-of-state placements arranged by local child welfare agencies were the responsibility of agencies in counties contiguous to a state border.

A somewhat similar pattern exists among local juvenile justice agency involvement in out-of-state placement practices. For instance, in the same 12 counties with juvenile populations over 40,000, the local juvenile justice agencies arranged 68 percent of all out-of-state placements reported by these agencies in 1978. Further, the local juvenile justice agencies with jurisdiction in counties contiguous to other states arranged 62 percent of all out-of-state placements reported by these agencies.

Some significant differences between the out-of-state placement practices of local child welfare and juvenile justice agencies can be observed. The most dramatic difference concerns the variation in incidence of such placements between the two agency types in Butler, Franklin, Richland, Stark, and Summit Counties. For example, the local child welfare agencies in Butler and Franklin Counties placed 85 children in out-of-state residential care, but the local juvenile justice agencies in these counties arranged no such placements. In contrast, the local child welfare agency in Summit County placed only five children out of state, but the county's juvenile justice agency arranged almost eight times as many placements.

TABLE 36-3. OHIO: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

		Number of CHILDREN Placed during 1978	
County Name	1978 Population[a] (Age 8-17)	Child Welfare	Juvenile Justice
Adams	4,073	0	0
Allen	20,692	1	2
Ashland	7,388	1	1
Ashtabula	19,046	*	10
Athens	7,210	*	0 est
Auglaize	7,904	0	0
Belmont	13,696	7	0
Brown	5,741	5 est	0
Butler	42,252	23	0
Carroll	4,377	3	3
Champaign	5,851	0	0
Clark	28,003	7	0
Clermont	22,107	10	0
Clinton	5,981	0	0
Columbiana	20,190	*	3
Coshocton	6,403	0	0
Crawford	9,287	7	7
Cuyahoga	271,120	40	30
Darke	10,625	5	0 est
Defiance	7,304	1	2
Delaware	9,496	2	0
Erie	14,821	0	1
Fairfield	15,883	0	0
Fayette	4,426	0	3
Franklin	148,628	62	0

TABLE 36-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Child Welfare	Juvenile Justice
Fulton	7,098	2	1
Gallia	4,569	1	0
Geauga	14,256	0	1
Greene	22,726	1	0
Guernsey	6,831	2	2
Hamilton	162,307	95 est	64
Hancock	11,461	3	1 est
Hardin	5,385	1	0
Harrison	3,151	0	0
Henry	5,353	3	0
Highland	5,843	0	0
Hocking	4,284	2	0
Holmes	5,560	0	0
Huron	10,601	3	0
Jackson	5,260	0	0
Jefferson	16,033	1	0
Knox	7,518	3	0
Lake	40,831	8 est	8
Lawrence	11,448	0	1 est
Licking	20,995	0	4
Logan	6,691	0	1
Lorain	53,405	*	15 est
Lucas	84,793	39	20
Madison	5,642	1	1
Mahoning	51,153	5	0
Marion	12,330	2	0
Medina	20,728	1	0
Meigs	3,821	0	0
Mercer	7,853	0	0
Miami	16,593	2	0
Monroe	3,136	0	0
Montgomery	102,694	12 est	16
Morgan	2,607	0	0
Morrow	4,652	0	4
Muskingum	14,858	9	4
Noble	2,192	0	0
Ottawa	7,513	0	0
Paulding	4,324	0	0
Perry	6,346	3 est	1
Pickaway	7,809	0	0
Pike	3,910	0	0
Portage	23,332	3	4
Preble	6,743	0	0
Putnam	7,245	0	0
Richland	24,472	4 est	15
Ross	10,733	0	0
Sandusky	12,166	0	0
Scioto	14,678	8	3
Seneca	11,112	0	1
Shelby	7,872	0	0

TABLE 36-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Child Welfare	Juvenile Justice
Stark	67,421	25 est	5
Summit	94,507	5	39 est
Trumbull	44,715	3	0
Tuscarawas	14,559	2	0
Union	5,191	3	0
Van Wert	5,140	2	10
Vinton	1,893	0	0
Warren	18,141	0	3
Washington	10,616	0	4
Wayne	16,991	3	0
Williams	6,534	1	0
Wood	16,239	2	0
Wyandot	4,327	0	1
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		434 est	291 est
Total Number of Local Agencies Reporting		88	88

* denotes Not Available.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

Findings about the involvement of Ohio's 876 local public agencies in arranging out-of-state placements are given in Table 36-4. It has already been pointed out that Ohio's local agencies responsible for education and mental retardation did not arrange any out-of-state placements in 1978, and this finding is revealed again in Table 36-4. Those local agencies which did place children out of state in 1978 consisted of 48 child welfare agencies and 36 juvenile justice agencies. Together, the agencies which arranged 725 out-of-state placements represent only about ten percent of Ohio's total number of local public youth-serving agencies.

Consideration of the proportion of agencies arranging out-of-state placements within the two agency types provides another perspective of interest. Approximately 55 percent (48 agencies) of the 88 local child welfare agencies reported arranging out-of-state placements in 1978. Four local child welfare agencies with jurisdiction in Ashtabula, Athens, Columbiana, and Lorain Counties knew that they placed children out of state or arranged such placements, but could not report the number of children placed. Therefore, 41 percent or 36 local child welfare agencies reported not arranging such placements in 1978. In contrast, 41 percent or 36 of Ohio's local juvenile justice agencies reported placing children in out-of-state residential care in 1978.

TABLE 36-4. OHIO: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Retardation
Agencies Which Reported Out-of-State Placements	48	0	36	0
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	4	0	0	0
Agencies Which Did Not Place Out of State	36	615	52	85
Agencies Which Did Not Participate in the Survey	0	0	0	0
Total Local Agencies	88	615	88	85

As reported in the discussion associated with Table 36-4, a number of local child welfare and juvenile justice agencies, as well as all local agencies responsible for education and mental retardation, did not place any children out of state in 1978. Each agency which did not arrange any out-of-state placements that year was asked to report their reasons for not becoming involved in such placements. The response to this inquiry from the 788 local agencies which did not place children out of state in 1978 are given in Table 36-5. Review of Table 36-5 points out that the reasons given by local education and mental retardation agencies are directly linked to the statutory provisions and funding restrictions which these agencies are subject to as described in section III. Consideration of the reasons for not placing children out of state among local child welfare and juvenile justice agencies reveal that the majority indicated that sufficient services were available within Ohio. A number of these same agencies indicated that they lacked funds to arrange out-of-state placements and were somehow restricted by agency policy or other regulatory stipulations. Surprisingly, five local juvenile justice and one child welfare agency reported that the agency lacked the statutory authority to arrange out-of-state placements. No such statute was discovered in a search of Ohio law and no state official indicated the existence of such a statutory prohibition. It is also interesting to note that some of the "other" reasons given for not placing children out of state included such comments as "the child's parents disapproved," and "we are not aware of the availability of out-of-state facilities."

TABLE 36-5. OHIO: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)			
	Child Welfare	Education	Juvenile Justice	Mental Retardation
Lacked Statutory Authority	1	568	5	79
Restricted[b]	1	4	4	1
Lacked Funds	10	11	19	5
Sufficient Services Available In State	30	49	37	4
Other[c]	8	20	5	5
Number of Agencies Reporting No Out-of-State Placements	36	615	52	85
Total Number of Agencies Represented in Survey	88	615	88	85

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

It was suggested previously that some agencies cooperatively arrange out-of-state placements and that this factor suggests that the actual number of different children placed out of state in 1978 was less than the amount reported. It is important to understand that interagency cooperation can include shared decisionmaking, funding, information gathering, and related activities with state or local agencies. Table 36-6 presents information about the extent to which interagency cooperation occurred to arrange out-of-state placements among Ohio's local public agencies. Review of this table reveals that 18 local child welfare agencies cooperated with other agencies to arrange 170 out-of-state placements. This pattern of interagency cooperation among local child welfare agencies represents 38 percent of all such agencies reporting out-of-state placements in 1978 and consists of 39 percent of the children placed out of state by this agency type.

Interagency cooperation is comparatively less among the local juvenile justice agencies. Table 36-6 shows that 11 local juvenile justice agencies cooperated with other agencies to arrange 73 out-of-state placements. This trend of cooperation reported represents 31 percent of all such agencies arranging out-of-state placements in 1978 and consists of 25 percent of the children these agencies placed out of state.

Further examination of those agencies reporting interagency cooperation determined that both local child welfare and juvenile justice agencies tended to solicit the cooperation of juvenile courts and state agencies responsible for the administration of interstate compacts. Consequently, it can be concluded that the total number of out-of-state placements reported by these agencies is not significantly duplicated at the local level of government.

TABLE 36-6. OHIO: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Child Welfare		Juvenile Justice	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	48	55	36	41
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	18	38	11	31
Number of CHILDREN Placed Out of State	434	100	291	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	170	39	73	25

a. See Table 36-4.

The next category of information to be discussed concerns the characteristics of the children who were placed in out-of-state residential care in 1978 by local Ohio child welfare and juvenile justice agencies. Table 36-7 displays summary information about the conditions of children placed out of state. Considering information reported by both local child welfare and juvenile justice agencies, the condition which was most frequently indicated as descriptive of the children placed out of state was unruly/disruptive behavior. Other conditions mentioned relatively frequently involved assessments that determined that the children were battered, abandoned, or neglected; juvenile delinquent; adopted; and truant.

A comparison of the conditions characterizing children placed out of state by local child welfare agencies and those placed by local juvenile justice agencies finds an important difference. Overall, the local child welfare agencies characterized children which they placed out of state with every possible condition listed in Table 36-7. For instance, out-of-state placements were used by local child welfare agencies to serve children who were physically handicapped, mentally retarded, multiply handicapped, and mentally ill, as well as children who were truant, pregnant, and in need of special education. In addition, it is possible that in some cases several conditions are descriptive of an individual child. The pattern suggested by responses given by local juvenile justice agencies is quite different in comparison. These agencies typically indicated conditions which were simply descriptive of legal statuses necessary for jurisdiction by juvenile justice agencies. Except for 11 instances in which pregnancy and drug/alcohol problems were indicated, the majority of children placed out of state by local juvenile justice agencies were either unruly, truant, delinquent, or neglected.

TABLE 36-7. OHIO: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

	Number of AGENCIES Reporting	
Types of Conditions[a]	Child Welfare	Juvenile Justice
Physically Handicapped	9	0
Mentally Retarded or Developmentally Disabled	6	0
Unruly/Disruptive	22	26

TABLE 36-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting Child Welfare	 Juvenile Justice
Truant	12	12
Juvenile Delinquent	11	28
Mentally Ill/Emotionally Disturbed	12	0
Pregnant	1	4
Drug/Alcohol Problems	7	7
Battered, Abandoned, or Neglected	35	11
Adopted	26	2
Special Education Needs	3	0
Multiple Handicaps	7	0
Other[b]	3	0
Number of Agencies Reporting	49[c]	36

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

c. One agency which could not report the number of children it placed out of state in 1978 was able to respond to this question.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was collected became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Ohio's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local agencies surveyed and the total number of out-of-state placements reported, and agencies and placements in Phase II is illustrated in Figure 36-1. Consideration of the information portrayed about Ohio's local child welfare agencies reveals that 18 (38 percent) of the 48 agencies which arranged out-of-state placements in 1978 were Phase II agencies. Further, it can be seen that there were 372 children reported placed out of state by these local Phase II agencies which equaled 86 percent of all placements arranged by local child welfare agencies.

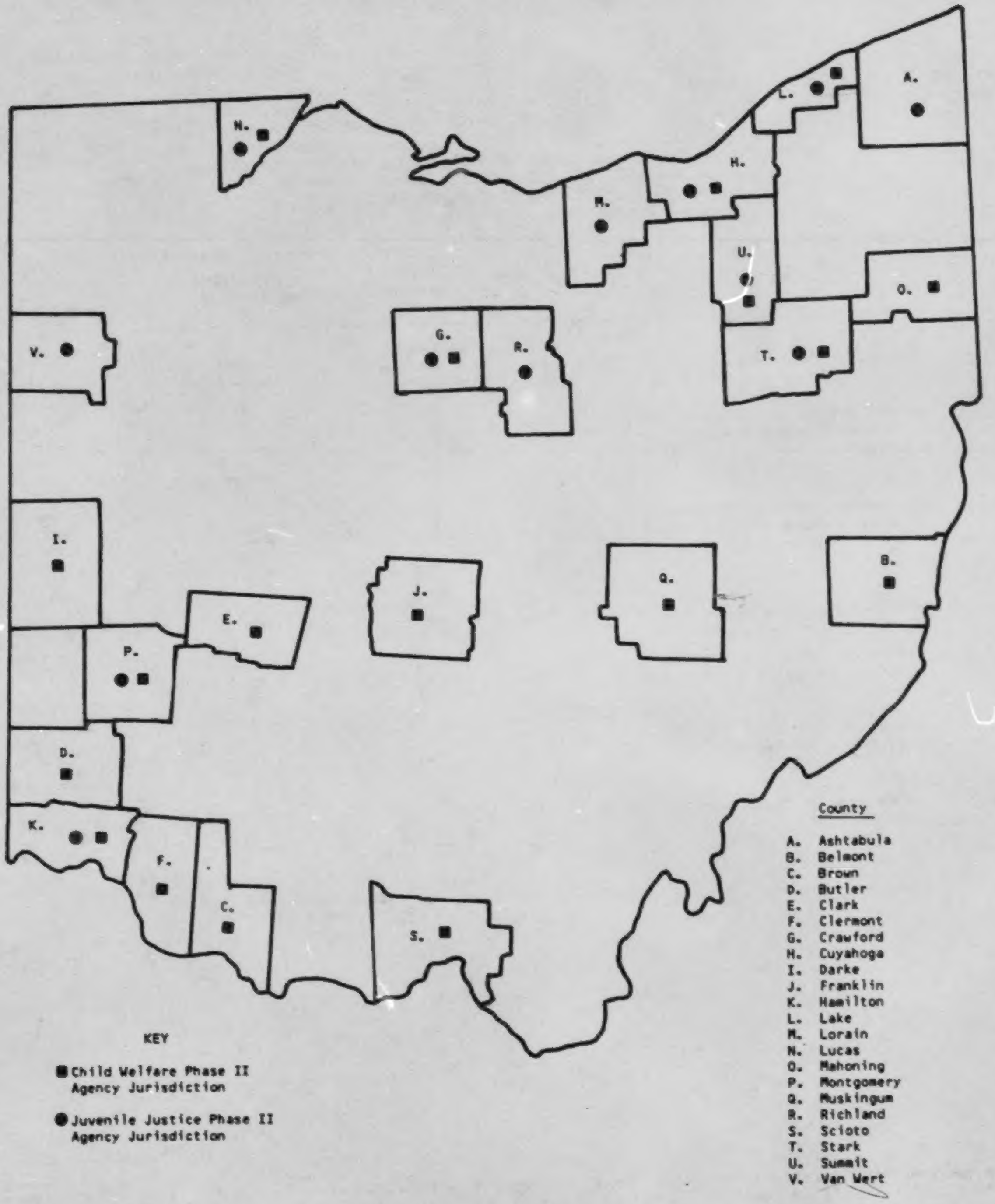
A similar pattern was found among local juvenile justice agencies. Figure 36-1 shows that only 12 (33 percent) of the 36 local juvenile justice agencies which arranged out-of-state placements in 1978 were Phase II agencies. However, the 239 children placed by juvenile justice Phase II agencies represent 82 percent of all such placements reported by agencies of this type. Therefore, it can be concluded that Phase II agencies in Ohio comprise a relatively small proportion of all agencies which placed children out of state, but the placements they arranged account for over three-fourths of all out-of-state placements arranged by local government. Clearly, the detailed information to be reported on the practices of Phase II agencies is descriptive of the majority of out-of-state placements arranged by Ohio local agencies in 1978.

FIGURE 36-1. OHIO: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Child Welfare	Juvenile Justice
Number of AGENCIES	88	88
Number of AGENCIES Reporting Out-of-State Placements in 1978	48	36
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	18	12
Number of CHILDREN Placed Out of State in 1978	434	291
Number of CHILDREN Placed by Phase II Agencies	372	239
Percentage of Reported Placements in Phase II	86	82

The geographical locations of these Phase II agencies are illustrated in Figure 36-2. The figure shows that 22 of Ohio's 88 counties contained Phase II agencies and they are primarily clustered in the southwest and northeast regions of the state. It is also interesting to observe that 14 of the 22 counties with Phase II agencies are contiguous to other states. Further consideration of Figure 36-2 finds that only the counties of Crawford, Cuyahoga, Hamilton, Lake, Lucas, Montgomery, Stark, and Summit contained both local child welfare and juvenile justice agencies which were of the Phase II category.

FIGURE 36-2. OHIO: COUNTY LOCATION OF LOCAL PHASE II AGENCIES


N.
L.
A.
H.
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V.
G.
R.
T.
I.
E.
J.
Q.
B.
P.
D.
K.
F.
C.
S.
KEY
■ Child Welfare Phase II Agency Jurisdiction
● Juvenile Justice Phase II Agency Jurisdiction
County
A. Ashtabula
B. Belmont
C. Brown
D. Butler
E. Clark
F. Clermont
G. Crawford
H. Cuyahoga
I. Darke
J. Franklin
K. Hamilton
L. Lake
M. Lorain
N. Lucas
O. Mahoning
P. Montgomery
Q. Muskingum
R. Richland
S. Scioto
T. Stark
U. Summit
V. Van Wert

The 30 local child welfare and juvenile justice Phase II agencies placed a combined total of 611 children in out-of-state residential care. Those agencies were asked to report the state of destination of each child placed out of state and the findings from this inquiry are given in Table 36-8. An examination of the states of destination for children placed out of Ohio by Phase II child welfare agencies reveals that children whose destinations were reported were sent to 26 different states, in every region of the country. As evidence in Table 36-8, a similar pattern existed for the children placed out of state by Phase II juvenile justice agencies. Children placed out of Ohio by these local agencies were sent to 23 different states also located in every region of the country. However, the bottom of Table 36-8 indicates that the destinations of children placed out of state by Ohio's local child welfare and juvenile justice agencies were not consistently reported. The destinations of 30 percent of the children sent by child welfare agencies reporting more than four placements and 37 percent of all such placements arranged by local juvenile justice agencies were not reported.

TABLE 36-8. OHIO: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

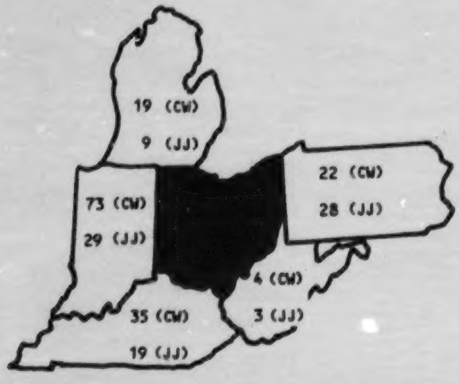
Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Child Welfare	Juvenile Justice
Alabama	1	
Alaska		1
Arizona	2	
Arkansas	1	
California	6	5
Connecticut	31	
Florida	7	6
Georgia	1	1
Idaho		1
Illinois	1	3
Indiana	73	29
Iowa	3	
Kentucky	35	19
Louisiana	2	
Maine	1	
Massachusetts	1	3
Michigan	19	9
Missouri		1
Montana		1
Nebraska	6	23
New Jersey		3
New York	7	2
North Carolina	3	2
Oklahoma		1
Oregon	8	
Pennsylvania	22	28
South Carolina	1	
Tennessee	16	4
Texas	6	3
Utah		1
Virginia	1	1
Washington	1	
West Virginia	4	3

TABLE 36-8. (Continued)

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Child Welfare	Juvenile Justice
Placements for Which Destinations Could Not be Reported by Phase II Agencies	113	89
Total Number of Phase II Agencies	18	12
Total Number of Children Placed by Phase II Agencies	372	239

Predicated upon the information which was available, Figure 36-3 was constructed to facilitate an examination of the extent to which children were placed within relative proximity to Ohio. As noted earlier, the states immediately contiguous to Ohio include Michigan, Pennsylvania, West Virginia, Kentucky, and Indiana. The number of children reported placed in each of these contiguous states is shown in Figure 36-3. Clearly, a relatively large number of children were placed in residential care in states close to Ohio. Fifty-nine percent of the destinations reported for children placed out of state by both types of Phase II agencies are in states contiguous to Ohio.

FIGURE 36-3. OHIO: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO OHIO BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II child welfare agencies reported destinations for 259 children. Local Phase II juvenile justice agencies reported destinations for 150 children.

Phase II agencies were also asked to report their reasons for arranging such placements. As indicated in Table 36-9, several reasons were generally given. However, the most frequently mentioned reason for arranging out-of-state placements was because agencies wanted children to live with relatives. In addition, it can be seen in Table 36-9 that a relatively large number of these agencies, especially agencies responsible for child welfare, reported arranging out-of-state placements because Ohio lacked comparable services and they had experienced previous success with the receiving facility. Further review of Table 36-9 indicates that the reasons given for arranging some out-of-state placements are that such placements serve as alternatives to in-state public institutionalization and, in some cases, the placements are a standard procedure for certain children. It is also interesting to note that three agencies indicated that children were placed in receiving facilities closer to their homes, despite being across state lines.

TABLE 36-9. OHIO: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting: Child Welfare	Number of AGENCIES Reporting: Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	2	1
Previous Success with Receiving Facility	12	6
Sending State Lacked Comparable Services	13	6
Standard Procedure to Place Certain Children Out of State	2	3
Children Failed to Adapt to In-State Facilities	5	3
Alternative to In-State Public Institutionalization	7	5
To Live with Relatives (Non-Parental)	12	10
Other	3	4
Number of Phase II Agencies Reporting	18	12

a. Some agencies reported more than one reason for placement.

Table 36-10 indicates the types of residential care which were most frequently selected for children placed out of state by local Phase II agencies in 1978. The most frequent category of placement used by one-half of the 18 responding Phase II child welfare agencies was residential treatment or child care facilities. Another seven of these agencies most frequently placed children in out-of-state group homes. Indicative of quite different placement practices, two agencies reported that relatives' homes were utilized, which suggests a much less structured residential environment with no specialized services were the most frequent category of placement for the children these two agencies placed out of state.

The most frequent category of placement used for children placed out of state by local Phase II juvenile justice agencies also reflects a pervasive need to purchase services in residential treatment or child care facilities, with five of the 12 local Phase II juvenile justice agencies indicated this type of placement. The other seven agencies most frequently used adoptive, foster, and especially relatives' homes for the children they placed out of state.

TABLE 36-10. OHIO: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Child Welfare	Juvenile Justice
Residential Treatment/Child Care Facility	9	5
Psychiatric Hospital	0	0
Boarding/Military School	0	0
Foster Home	0	1
Group Home	7	0
Relative's Home (Non-Parental)	2	5
Adoptive Home	0	1
Other	0	0
Number of Phase II Agencies Reporting	18	12

Information which describes the monitoring practices for out-of-state placements in 1978 as reported by local Phase II agencies is given in Table 36-11. Review of Table 36-11 reveals that the most commonly reported method of monitoring out-of-state placements in 1978 by both Phase II child welfare and juvenile justice agencies involved written progress reports which were requested quarterly. Some agencies also called the receiving facility at quarterly and at irregular intervals to monitor the child's progress. The most comprehensive method of monitoring involves on-site visits. However, only a small number of agencies, the majority of which were child welfare agencies, conducted such visits at regular intervals for monitoring out-of-state placements.

TABLE 36-11. OHIO: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Child Welfare	Juvenile Justice
Written Progress Reports	Quarterly	16	8
	Semiannually	1	0
	Annually	0	1
	Other[b]	1	1
On-Site Visits	Quarterly	6	2
	Semiannually	0	1
	Annually	1	0
	Other[b]	4	2
Telephone Calls	Quarterly	6	3
	Semiannually	0	0
	Annually	0	0
	Other[b]	6	5

TABLE 36-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Child Welfare	Juvenile Justice
Other	Quarterly	1	1
	Semiannually	0	0
	Annually	1	0
	Other[b]	4	2
Total Number of Phase II Agencies Reporting		18	2

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

The final category of information requested from local Phase II agencies in 1978 involved expenditures for such placements. Thirteen out of the 18 local Phase II child welfare agencies reported a total expenditure of $748,291 in 1978 for out-of-state residential care. Much of this amount was likely expended for those placements arranged in residential treatment and child care facilities. In comparison, ten of the 12 local Phase II juvenile justice agencies were able to report their expenditures in 1978 for such placements. The total dollar amount expended reached $105,898 and, again, most of those expenditures would most likely relate to the placements in residential treatment or child care facilities.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to an examination of out-of-state placement practices involves the utilization of interstate compacts for arranging such placements. As discussed in section III, Ohio has enacted all three interstate compacts and out-of-state placements arranged by both state and local agencies are generally subject to compact provisions. An analysis was conducted to determine the utilization of interstate compacts for out-of-state placements arranged by Ohio public agencies.

Including only the practices of local agencies, Table 36-12 shows that 17 out of the 84 local child welfare and juvenile justice agencies which arranged out-of-state placements in 1978 did not use a compact. A comparison between the two types of agencies reveals very little difference in compact use. About eight percent more of the local juvenile justice agencies failed to use a compact to arrange out-of-state placements. It can also be discerned that the majority of agencies of both types which did not use a compact placed fewer than five children out of state in 1978.

TABLE 36-12. OHIO: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES Child Welfare	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	30	24
• Number Using Compacts	24	17
• Number Not Using Compacts	6	7

TABLE 36-12. (Continued)

Local Agencies Which Placed Children Out of State	Number of AGENCIES Child Welfare	Number of AGENCIES Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN (Continued)		
• Number with Compact Use Unknown	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	18	12
• Number Using Compacts[a]	16	10
Interstate Compact on the Placement of Children		
Yes	*	*
No	*	*
Don't Know	*	*
Interstate Compact on Juveniles		
Yes	*	*
No	*	*
Don't Know	*	*
Interstate Compact on Mental Health		
Yes	*	*
No	*	*
Don't Know	*	*
• Number Not Using Compacts	2	2
• Number with Compact Use Unknown	0	0
TOTALS		
Number of AGENCIES Placing Children Out of State	48	36
Number of AGENCIES Using Compacts	40	27
Number of AGENCIES Not Using Compacts	8	9
Number of AGENCIES with Compact Use Unknown	0	0

*denotes Not Available.

a. Unlike the methodology applied to other states, these local agencies in Ohio were not asked to report the number of out-of-state placements which were arranged through each specific compact. Instead, each agency was simply asked to report the total number of out-of-state placements which were compact arranged.

A fuller understanding about the utilization of interstate compacts by Ohio local agencies is given in Table 36-13. The table summarizes findings related to the number of children who were or were not placed out of state by local agencies with a compact in 1978. In total, 202 children were placed in other states without a compact. This figure represents 28 percent of the total number of children placed out of state by these agencies that year. Clearly, the majority of these children were placed by Phase II agencies even though only four such agencies failed to use a compact for a single placement. Comparison between agency types reveals a significant difference in compact use, with about 49 percent more of the children placed by local child welfare agencies receiving the benefits associated with compact-arranged placements.

TABLE 36-13. OHIO: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

	Number of CHILDREN	
Children Placed Out of State	Child Welfare	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	62	52
• Number Placed with Compact Use	24	17
• Number Placed without Compact Use	8	9
• Number Placed with Compact Use Unknown[a]	30	26
CHILDREN PLACED BY PHASE II AGENCIES	372	239
• Number Placed with Compact Use[b]	276	40
Number through Interstate Compact on the Placement of Children	*	*
Number through Interstate Compact on Juveniles	*	*
Number through Interstate Compact on Mental Health	*	*
• Number Placed without Compact Use	85	100
• Number Placed with Compact Use Unknown	11	99
TOTALS		
Number of CHILDREN Placed Out of State	434	291
Number of CHILDREN Placed with Compact Use	300	57
Number of CHILDREN Placed without Compact Use	93	109
Number of CHILDREN Placed with Compact Use Unknown	41	125

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a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. Unlike the methodology applied to other states, these local agenices in Ohio were not asked to report the number of out-of-state placements which were arranged through each specific compact. Instead, each agency was simply asked to report the total number of out-of-state placements which were compact arranged.

A graphic summarization of these findings about the utilization of interstate compacts by Ohio local agencies is illustrated in Figures 36-4 and 5. Each figure portrays the percentage of children placed out of state by the two types of agencies which were compact arranged, noncompact arranged, and undetermined with respect to compact use.

FIGURE 36-4. OHIO: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

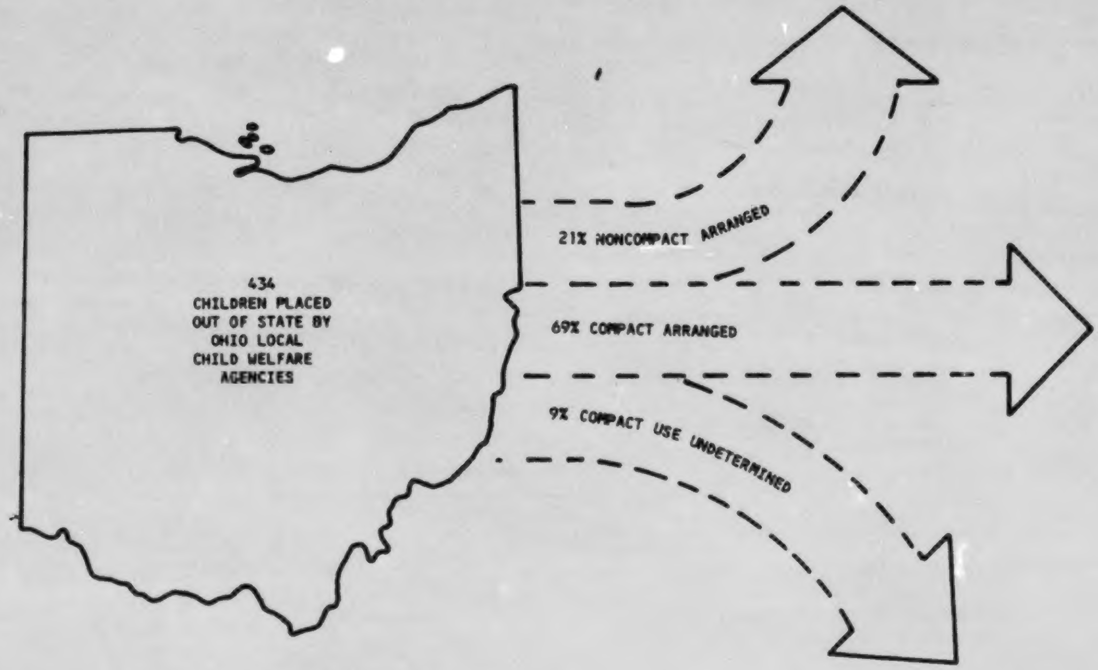

434
CHILDREN PLACED
OUT OF STATE BY
OHIO LOCAL
CHILD WELFARE
AGENCIES
21% NONCOMPACT ARRANGED
69% COMPACT ARRANGED
9% COMPACT USE UNDETERMINED

FIGURE 36-5. OHIO: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978

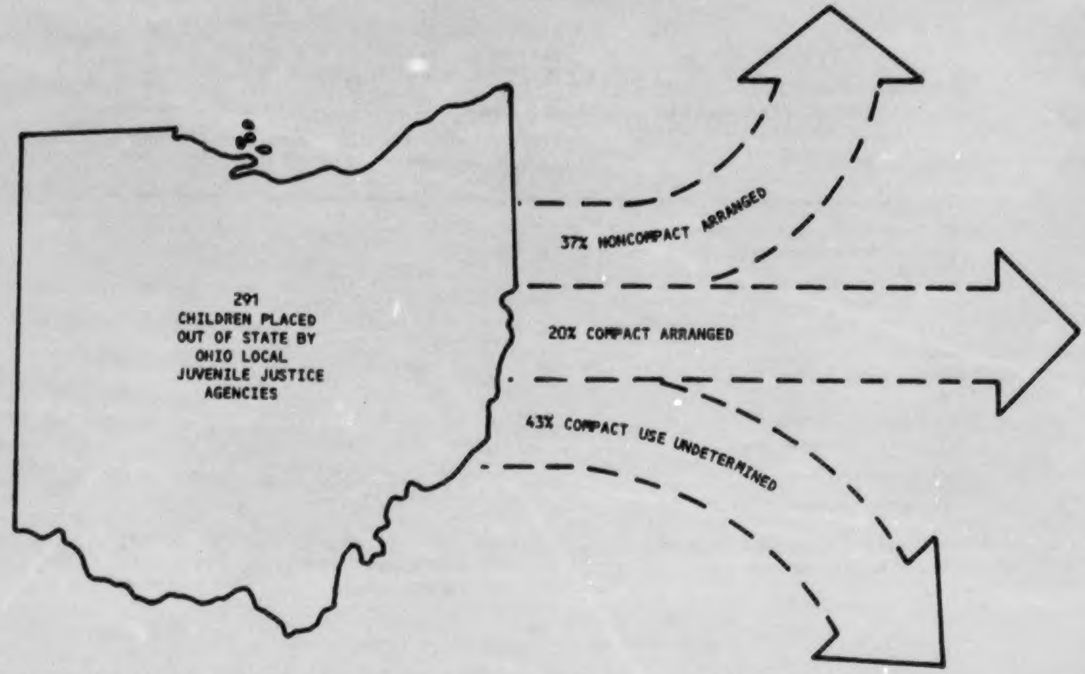


Table 36-14 provides a summary analysis of compact utilization by both state and local agencies in Ohio. This table examines the relationship between the total number of out-of-state placements arranged by both state and local agencies in 1978, and the number of compact-arranged placements reported by state agencies. In effect, such an examination should validate the findings discussed above concerning the practices of local agencies with respect to compact utilization, as well as expand the analysis to include the practices of state agencies. This approach is particularly important in Ohio because of the relatively significant percentage of locally arranged placements for which compact use was undetermined among local juvenile justice agencies.

Review of Table 36-14 reveals that an assessment of compact utilization for children placed out of state by state and local child welfare agencies was not accomplished because the DPW did not report all the necessary information. Consequently, conclusions about the practices of agencies providing these services must be drawn from partial information. It is interesting to note that local child welfare agencies reported arranging 300 placements with compact use, while the state agency only knew of 239 compact-arranged placements. In contrast, consideration of the utilization of interstate compacts for the 357 children placed out of state by state and local juvenile justice agencies finds only 66 compact-arranged placements reported. Therefore, 18 percent of the out-of-state placements arranged by Ohio's state and local juvenile justice agencies were compact-arranged in 1978. Finally, it can be seen that all four out-of-state placements involving the DMHMR were compact arranged.

TABLE 36-14. OHIO: UTILIZATION OF INTERSTATE COMPACTS BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	*[a]	357	4
Total Number of Compact-Arranged Placements Reported by State Agencies	239	66	4
Percentage of Compact-Arranged Placements	*	18	100

* denotes Not Available.

a. The Department of Public Welfare reported knowledge of 239 out of state placements, but could not distinguish between state and locally arranged placements. Local child welfare agencies reported making 434 out-of-state placements in 1978, 300 with compact use.

E. The Out-of-State Placement Practices of State Agencies

This discussion and corresponding tabular presentation of information relates to the out-of-state placement practices of state agencies in Ohio during 1978. The policies and responsibilities of these state agencies were described in section III and should offer a background for a fuller understanding of the practices described below. Table 36-15 provides information about the ability of state agencies in Ohio to report their involvement in arranging out-of-state placements in 1978. The table reveals that the state child welfare agency (DPW) could not report a great deal of the information requested about the agency's involvement with the out-of-state placement of children except that it had knowledge of 239 out-of-state placements. Consistent with state law, the state education agency indicated that no children were placed out of state with its assistance or knowledge. In the areas of juvenile justice, the state agency indicated that 202 children were placed out of state with the agency's assistance or knowledge. Of those children, 149 were sent to out-of-state placements involving state funding, but the majority of those placements were locally arranged. Finally, the state agency responsible for mental health and mental retardation reported involvement with four children transferred from Ohio state psychiatric hospitals to public psychiatric hospitals in other states.

TABLE 36-15. OHIO: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	0	0	14	0
Locally Arranged but State Funded	*	0	135	0
Court Ordered, but State Arranged and Funded	0	0	0	0
Subtotal: Placements Involving State Funding	*	0	149	0
Locally Arranged and Funded, and Reported to State	*	0	1	0
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	0
Other	0	0	52	4
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	239	0	202	4

* denotes Not Available.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences through various forms of informal reporting.

Table 36-16 displays the destinations of children placed out of state in 1978 which were known to the state agencies responsible for child welfare, juvenile justice, and mental health and mental retardation. The state child welfare agency was able to report the destinations of all 239 children it reported to be placed out of Ohio in 1978. This state agency reported that children were placed in residential settings in 35 states located throughout the country, with Oregon receiving the largest number of children, 42 or 18 percent of the total. Ohio's five bordering states were reported to receive 24 percent of all the children placed in 1978, a smaller proportion than reported by local Phase II child welfare agencies. Several receiving states identified by the state child welfare agency were reported to receive significantly smaller numbers of children than Phase II agencies reported; for example, Connecticut, Indiana, and Kentucky.

The destinations of all but two children known to have been placed out of state by the state juvenile justice agency (OYC) shows that the majority (71 percent) were placed in residential care in states contiguous to Ohio. However, children placed out of state with the involvement of this agency were also sent to 19 other states located in most regions of the country. The four out-of-state placements known to the state mental health and mental retardation agency were reported to have been sent to Indiana, Missouri, New Jersey, and New York.

TABLE 36-16. OHIO: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed		
	Child Welfare	Juvenile Justice	Mental Health and Mental Retardation
Alabama	0	1	0
Arizona	8	3	0
Arkansas	1		0
California	12	4	0
Colorado	0	1	0
Connecticut	2	1	0
Delaware	2		0
Florida	21	6	0
Georgia	12	1	0
Idaho	1	1	0
Illinois	5	1	0
Indiana	27	73	1
Iowa	2		0
Kansas	1		0
Kentucky	14	10	0
Louisiana	1		0
Maine	1		0
Maryland	3	1	0
Massachusetts	0	2	0
Michigan	1	4	0
Minnesota	4		0
Mississippi	2		0
Missouri	4		1
Montana	3		0
Nebraska	6	16	0
New Jersey	0		1
New Mexico	1		0
New York	5	10	1
North Carolina	1	1	0
North Dakota	1		0
Oklahoma	4		0
Oregon	42		0
Pennsylvania	0	48	0
Rhode Island	0	1	0
Tennessee	8	1	0
Texas	13	5	0
Utah	0	1	0
Virginia	7		0
Washington	6		0
West Virginia	15	6	0
Wisconsin	2	2	0
Wyoming	1		0
Placements for Which Destinations Could Not be Reported by State Agencies	0	2	0
Total Number of Placements	239	202	4

The conditions of children placed out of state in 1978, as reported by state agencies, are given in Table 36-17. All categories of description were reported by the state child welfare agency, paralleling local agencies' responses. The state juvenile justice agency characterized children it helped place out of state as unruly/disruptive, juvenile delinquent, and emotionally disturbed. In contrast to the information reported by local juvenile justice agencies, the state agency did not indicate the existence of truants or neglected children being placed out of state. Instead, the state officials characterized some children as emotionally disturbed which was not a condition ascribed to these children by local agencies. The state agency responsible for mental health and mental retardation indicated that the children it helped place out of state were emotionally disturbed.

TABLE 36-17. OHIO: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

	Agency Type[a]		
Types of Conditions	Child Welfare	Juvenile Justice	Mental Health Mental Retardation
Physically Handicapped	X	0	0
Mentally Handicapped	X	0	0
Developmentally Disabled	X	0	0
Unruly/Disruptive	X	X	0
Truants	X	0	0
Juvenile Delinquents	X	X	0
Emotionally Disturbed	X	X	X
Pregnant	X	0	0
Drug/Alcohol Problems	X	0	0
Battered, Abandoned, or Neglected	X	0	0
Adopted Children	X	0	0
Foster Children	X	0	0
Other	0	0	0

a. X indicates conditions reported.

State agencies also reported the residential settings most frequently selected in 1978 for the placement of children out of Ohio. The state child welfare agency reported most often using the homes of relatives. The state juvenile justice agency indicated that residential treatment or child care facilities were most often used in 1978, while the state mental health and mental retardation agency reported that out-of-state public psychiatric hospitals were most frequently selected.

State government agencies in Ohio were also asked to report their expenditures for out-of-state placements in 1978 and relate them to different sources of funds. Table 36-18 summarizes the information reported about such expenditures and indicates that only two agency types were able to report this information. Review of Table 36-18 reveals that the state agency responsible for child welfare was not able to report information about funds spent for arranging out-of-state placements in 1978. In the area of juvenile justice, $144,950 in state revenue was expended by the state agency for its involvement in placing children out of state. Although the state mental health and mental retardation agency was unable to report the actual amount it expended for the four children it placed out of state, officials indicated that the costs were minimal because they only involved expenditures for transportation.

TABLE 36-18. OHIO: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENT IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type Child Welfare	 Juvenile Justice	 Mental Health and Mental Retardation
• State	*	$144,950	*
• Federal	*	0	*
• Local	*	0	*
• Other	*	0	*
Total Reported Expenditures	*	$144,950	*

* denotes Not Available.

F. State Agencies' Knowledge of Out-of-State Placements

State and local officials were asked to report on placement data in their possession or control. Local officials were asked, quite naturally, to report about placements made or arranged by their respective agencies. While state officials were asked for comparable data about out-of-state placements made or arranged by their state agencies, they were also asked to report on the number of such placements made by their counterparts in local governments. In other words, state corrections agencies were asked about local court placements; state mental health agencies were asked for comparable data emanating from community mental health centers. When state agencies reported data about their local counterparts, a ten percent sample of local agencies was contacted in order to verify the information. In cases where the state agency had inconsistent data or could not report, all local agencies were contacted within the appropriate agency type in order to obtain that portion of the survey requirements. See Table 36-1 for a description of data collection procedures in Ohio.

Table 36-19 reflects findings about state agencies' knowledge of out-of-state placements arranged in 1978. Again, a full assessment cannot be made with respect to child welfare although local agencies reported involvement in 195 more placements than the state agency acknowledged. Table 36-19 does reveal that the Ohio Departments of Education and Mental Health and Mental Retardation had complete knowledge of out-of-state placement practices involving local agencies of those types. Finally, it can be seen that the OYC had knowledge of 57 percent of all out-of-state placements arranged by state and local juvenile justice agencies.

TABLE 36-19. OHIO: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

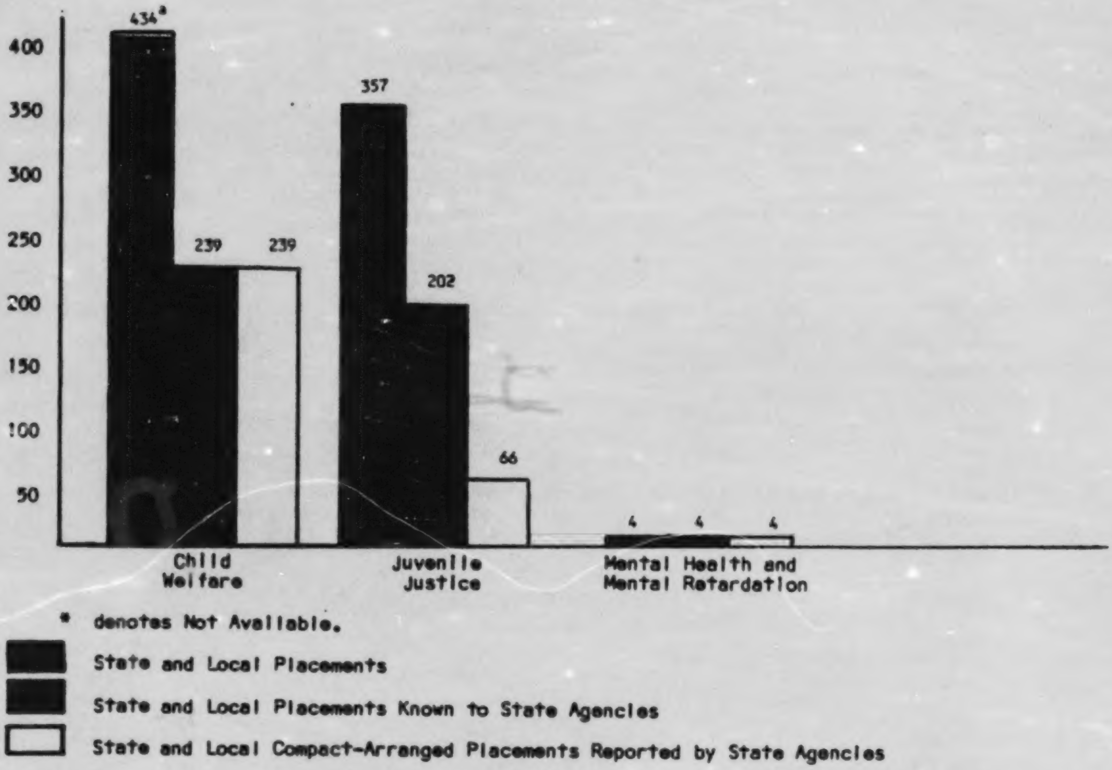
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*a	0	357	4
Total Number of Placements Known to State Agencies	239	0	202	4
Percentage of Placements Known to State Agencies	*	100	57	100

* denotes Not Available.

a. The Department of Public Welfare reported knowledge of 239 out of state placements, but could not distinguish between state and locally arranged placements. Local child welfare agencies reported making 434 out-of-state placements in 1978.

Figure 36-6 graphically illustrates the information reflected in Table 36-19 in addition to the number of compact-arranged placements known to state agencies. The figure clearly depicts the interrelationship between the total number of out-of-state placements arranged in 1978, the proportion of these placements known to state agencies, and the number of compact-arranged placements which were reported by state officials.

FIGURE 36-6. OHIO: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. The Department of Public Welfare reported knowledge of 239 out of state placements, but could not distinguish between state and locally arranged placements. Local child welfare agencies reported making 434 out-of-state placements in 1978.

V. CONCLUDING REMARKS

An examination of the out-of-state placement practices in 1978 of Ohio's public agencies suggests a number of interesting observations which should be considered. Certainly, it must be concluded that the prohibitory policies imposed upon local education and mental retardation agencies were complied with by local public agencies. The survey discovered no out-of-state placements arranged by local education and mental retardation agencies and no strong indications that other types of local agencies were placing children out of state who are traditionally the responsibility of school districts or mental retardation agencies. For instance, only a very small number of local child welfare agencies characterized children they placed out of state as mentally retarded or in need of special education. Other important observations about the out-of-state placement practices of public agencies in Ohio follow.

- The practices of local agencies and the involvement of state agencies with respect to the out-of-state placement of children are not uniform or consistent. Several observations were discussed which pointed out significant differences between the incidence of out-of-state placements among agencies in the same county, in the types of placements among agencies in the same county, in the types of placements to which children were sent, the conditions of children placed, the states of destination, the reasons for arranging such placements, and the utilization of compacts both among local agencies of the same type and between local agencies of different types. Moreover, the involvement of state agencies and their ability to report information about the practice varied in several instances.

- The state child welfare agency reported placement information which varied from local agencies reports regarding total number of placements, compact utilization and destinations, indicating possible regulatory problems in its supevisory role and as the agency responsible for ICPC administration.

- A significant proportion of children placed out of state by both state and local agencies were sent to residential care placements in states contiguous to Ohio and, therefore, it is difficult to identify the nature of bureaucratic constraints which influenced the relative lack of on-site visits for monitoring the progress of children placed out of state.

- Clearly, the Ohio Youth Commission did not have complete knowledge of all out-of-state placements arranged by Ohio juvenile justice agencies. The reported number of compact-arranged placements was only a small proportion of the total number of placements arranged.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Ohio in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, *County and City Data Book, 1977 (A Statistical Abstract Supplement)*, Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in *Statistical Abstract of the United States: 1979 (100th Edition)*, Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

2. See Ohio Revised Code, Sec. 5123.121 (A)(C)(D).

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN SOUTH DAKOTA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly James Hansen, State Superintendent, Division of Elementary and Secondary Education, Department of Education and Cultural Affairs; Louis J. Manus, Jr., Education Program Administrator, Section for Special Education, Division of Elementary and Secondary Education, Department of Education and Cultural Affairs; Mary Jane Ugland, Compact Correspondent, Office of Children, Youth, and Family Services, Department of Social Services; Tom Scheinost, Director, Division of Mental Health and Mental Retardation, Department of Social Services; Jay Newberger, Director, Department of Court Services, South Dakota Supreme Court; Marlene Disburg, Program Coordinator, Department of Court Services, South Dakota Supreme Court; and Elizabeth Pay, Compact Correspondent, Office of Correctional Services, State Board of Charities and Corrections.

II. METHODOLOGY

Information was systematically gathered about South Dakota from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in South Dakota appears below in Table 42-1.

TABLE 42-1. SOUTH DAKOTA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview
	Mailed Survey: DSS officials	Mailed Survey: DECA officials	Mailed Survey: DCS officials	Mailed Survey: DSS officials
Local Agencies	Not Applicable (State Offices)	Telephone Survey: 10 percent sample of the 194 local school districts to verify state information[a]	Not Applicable (State Offices)	Not Applicable (State Offices)

[a] Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

South Dakota has the 16th largest land area, (75,955 square miles) and is the 44th most populated state (682,744) in the United States. It has nine cities with populations over 10,000 and 11 cities with populations over 25,000. Sioux Falls is the most populated city in the state, with approximately 74,000 people. Pierre, the capital, is the ninth most populated city in the state with a population of over 11,000. South Dakota has 67 counties. The estimated population of persons 8 to 17 years old was 125,855.

South Dakota has one Standard Metropolitan Statistical Area (SMSA), Sioux Falls. Its border states are North Dakota, Montana, Wyoming, Nebraska, Iowa, and Minnesota.

South Dakota was ranked 28th nationally in total state and local per capita expenditures, 28th in per capita expenditures for education, and 32nd in per capita expenditures for public welfare.[1]

B. Child Welfare

The primary agency responsible for child welfare services in South Dakota is the Department of Social Services (DSS), Division of Human Development. Child welfare is a state-run system in South Dakota. Services are administered by 15 multicounty service areas which are supervised by four regional offices. Child welfare programs include protective services, foster care, adoption, day care, and in-home services.

Out-of-state placements occur after parental custody has been terminated and when the DSS has legal and financial responsibility. South Dakota has been a member of the Interstate Compact on the Placement of Children (ICPC) since 1974. Out-of-state placements are reported to be made pursuant to the provisions of ICPC.

C. Education

South Dakota's Department of Education and Cultural Affairs (DECA) has the major responsibility for its educational system. Within the DECA is the Division of Elementary and Secondary Education, Section for Special Education (SSE), which is directly involved with the placement of children in other states. According to SSE personnel, children from South Dakota are placed out of state on the recommendation and approval of an interagency state placement committee consisting of a representative from the Division of Elementary and Secondary Education, the DSS' Division of Mental Health and Mental Retardation, and the DSS' Division of Social Welfare.

There are 194 local school districts in South Dakota, offering special education services as well as the normal K-12 curriculum. A local school must demonstrate that there is no appropriate special assistance program within the state before the state agency will approve and help pay for an out-of-state placement. If there is a corresponding South Dakota state institution, a written statement from that institution indicating that the child cannot be served in the South Dakota state institution must accompany the request.[2]

D. Juvenile Justice

In South Dakota, state circuit courts have jurisdiction over dependent, neglected, and delinquent children. the few adjudicated juveniles who are determined to need incarceration are referred to the State Board of Charities and Corrections. The State Board of Charities and Corrections operates, according to state respondents, a small-capacity training school and forestry camp for juveniles. The Office of Correctional Services of the State Board of Charities and Corrections is responsible for aftercare services for youth upon their release. The majority of juveniles are referred directly to the circuit court services departments for probation, foster care, group care, and informal adjustment.

Probation services are administered by officers of the circuit court and under the supervision of the Supreme Court's Department of Court Services (DCS). These court services officers provide all preliminary investigations of juveniles before the court.

Office of Correctional Services' (OCS) personnel report that circuit courts could be making out-of-state placements without the use of the Interstate Compact on Juveniles (ICJ). South Dakota has been a member of the compact since 1961. However, the OCS reportedly maintains and collects statewide information on the number of children placed out of state by the courts.

E. Mental Health and Mental Retardation

Mental health and mental retardation programs in South Dakota are supervised and administered by the Division of Mental Health and Mental Retardation (DMHMR) within the Department of Social Services (DSS). Most of these services are reported to be contracted with nonpublic agencies and financed by the state. The division also administers the Interstate Compact on Mental Health. South Dakota has been a member of this compact since 1959. The compact is used for patient transfers from one state institution to another.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The following discussion and tabular display sets forth the findings from the survey of South Dakota state and local public agencies. The information is presented in a manner organized to highlight the major questions regarding public agencies' involvement with the out-of-state placement of children.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 42-2 provides a summary introduction of out-of-state placement activity which was detected among South Dakota state and local agencies. In Table 42-2 and subsequent tables displaying state agency information, juvenile justice data is presented for the two agencies responding for the service type. Juvenile Justice I denotes the responses for the Supreme Courts' Department of Court Services and Juvenile Justice II reflects the information supplied by the Office of Correctional Services, of the State Board of Charities and Corrections.

It should also be noted that incidence of placement figures in Table 42-2 may be duplicative because the interagency state placement committee discussed in section III includes representatives from several state agencies which may, in turn, report involvement in the same placement. (Interagency cooperation will be further discussed in Table 42-6). Table 42-2 illustrates that state agencies are the major placing agencies in South Dakota. These state agencies reported 113 placements which are approximately 80 percent of all placements reported by South Dakota state and local agencies. In contrast, school districts, the only locally operated public agencies, reported placing 29 children out of state in 1978.

TABLE 42-2. SOUTH DAKOTA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, By Agency					
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health and Mental Retardation	Total
State Agency Placements[b]	73	13	2	22	3	113
Local Agency Placements	--	29	--		--	29
Total	73	42	24		3	142

-- denotes Not Applicable.

a. Juvenile Justice I indicates data reported by the Supreme Court's Department of Courts Services and Juvenile Justice II indicates data reported by the Office of Correctional Services of the State Board of Charities and Corrections.

b. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 42-11 for specific information regarding state agency involvement in arranging out-of-state placements.

These local education agencies' incidence of out-of-state placement is displayed in Table 42-3, by the county of agency location. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them. It can be seen in this table that two counties, Washabaugh and Buffalo, did not have any operating school districts in the reporting year. School districts in Minnehaha County, which is also the Sioux Falls SMSA and borders Minnesota, placed seven children out of state in that year, the largest number of placements from any one county. An important trend to note is that over three-fourths of the reported placements originated from school districts in 13 counties which border another state. These are Brookings, Deuel, Minnehaha, and Moody Counties, bordering Minnesota; Bon Homme, Todd, Tripp, and Yankton Counties on the Nebraska border; Custer, Lawrence, and Pennington Counties neighboring Wyoming; Lincoln County on the Iowa border; and northern Marshall County bordering North Dakota.

TABLE 42-3. SOUTH DAKOTA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978
		Education
Aurora	715	0
Beadle	3,354	0
Bennett	726	0
Bon Homme	1,207	1
Brookings	3,124	1
Brown	6,855	0
Brule	1,084	0
Buffalo	487	--
Butte	1,497	0
Campbell	418	0
Charles Mix	2,148	0
Clark	1,015	0
Clay	1,646	0
Codington	3,430	0
Corson	1,226	0
Custer	950	1
Davison	3,051	0
Day	1,639	0
Deuel	1,069	1
Dewey	1,597	0
Douglas	926	0
Edmunds	1,245	0
Fall River	1,001	0
Faulk	770	0
Grant	1,863	0
Gregory	1,163	0
Haakon	543	0
Hamlin	1,022	0
Hand	1,138	0
Hanson	771	0
Harding	334	0
Hughes	2,576	3
Hutchinson	1,654	0
Hyde	443	0
Jackson	265	0
Jerauld	517	0
Jones	305	0
Kingsbury	1,216	0
Lake	1,768	1
Lawrence	2,932	1
Lincoln	2,258	1
Lyman	849	0
McCook	1,376	0
McPherson	870	0
Marshall	1,046	1

TABLE 42-3 (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978
		Education
Meade	3,867	0
Mellette	493	0
Miner	726	0
Minnehaha	18,636	7
Moody	1,406	1
Pennington	12,036	1
Perkins	846	0
Potter	828	0
Roberts	2,531	0
Sanborn	666	1
Shannon	2,622	0
Spink	1,690	0
Stanley	526	0
Sully	443	0
Todd	1,998	1
Tripp	1,508	3
Turner	1,547	1
Union	1,876	0
Walworth	1,523	1
Washabaugh	386	—
Yankton	3,037	2
Ziebach	575	0
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		29
Total Number of Local Agencies Reporting		194

-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The survey of South Dakota local public agencies includes all of the 194 public school districts, as shown in Table 42-4. Eighteen of these school districts, constituting over nine percent of the total, placed children out of state in 1978 and could report the number of placements. The remaining 176 school districts did not place any children outside of South Dakota in that year.

TABLE 42-4. SOUTH DAKOTA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type Education
Agencies Which Reported Out-of-State Placements	18
Agencies Which Did Not Know If they Placed, or Placed But Could Not Report the Number of Children	0
Agencies Which Did Not Place Out of State	176
Agencies Which Did Not Participate in the Survey	0
Total Local Agencies	194

The 176 reporting local education agencies which did not arrange out-of-state placements in 1978 were able to provide reasons for not becoming involved in the practice. Table 42-5 shows that the overwhelming reason given was the availability of sufficient services within South Dakota. Single school district's responses also indicated that the district lacked appropriate funds and that parents disapproved of an out-of-state placement (specified in the "other" category).

TABLE 42-5. SOUTH DAKOTA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s) Education
Lacked Statutory Authority	0
Restricted	0
Lacked Funds	1
Sufficient Services Available in State	175
Other[b]	1
Number of Agencies Reporting No Out-of-State Placements	176
Total Number of Agencies Represented in Survey	194

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agenc policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

The extent to which the local school districts arranged out-of-state placements with the assistance of another public agency is shown in Table 42-6. The table reveals that all of the placing school districts worked with other public agencies in 1978 to place 83 percent of the children reported out of South Dakota.

TABLE 42-6. SOUTH DAKOTA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type	
	Education	
	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	18	9
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	18	100
Number of CHILDREN Placed Out of State	29	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	24	83

A. See Table 42-4.

Table 42-7 focuses attention on the types of conditions of the children placed out of state in 1978 by the local school districts. The most predominant conditions or statuses were children who were physically or multiply handicapped, mentally ill/emotionally disturbed, and mentally retarded or developmentally disabled. Other responses included the unruly/disruptive child, the adopted child, and those children in need of special education services.

TABLE 42-7. SOUTH DAKOTA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting Education
Physically Handicapped	16
Mentally Retarded or Developmentally Disabled	15
Unruly/Disruptive	2
Truant	0
Juvenile Delinquent	0
Mentally Ill/Emotionally Disturbed	15
Pregnant	0
Drug/Alcohol Problems	0

TABLE 42-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting Education
Battered, Abandoned, or Neglected	0
Adopted	1
Special Education Needs	4
Multiple Handicaps	17
Other[b]	2
Number of Agencies Reporting	18

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of South Dakota's state profile. Wherever references are made to the Phase II agencies, they are intended to reflect the single local agency in Minnehaha County which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local education agencies surveyed in South Dakota and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 42-1. The single Phase II school district (six percent of the 18 placing agencies) was responsible for the out-of-state placement of 24 percent of the children sent out of state by local education agencies.

FIGURE 42-1. SOUTH DAKOTA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Education
Number of AGENCIES	194
Number of AGENCIES Reporting Out-of-State Placements in 1978	18
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	1
Number of CHILDREN Placed Out of State in 1978	29
Number of CHILDREN Placed by Phase II Agencies	7
Percentage of Reported Placements in Phase II	24

The destinations of those children who were placed were requested of this Phase II agency. It reported having sent four children to Texas, two children to Colorado, and one child to the border state of Iowa. No placements were made to Minnesota although this school district in Minnehaha County is located closest to this contiguous state's border.

TABLE 42-8. SOUTH DAKOTA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed
	Education
Colorado	2
Iowa	1
Texas	4
Placements for Which Destination Could Not be Reported by Phase II Agencies	0
Total Number of Phase II Agencies	1
Total Number of Children	7

The single Phase II school district was asked to give reasons for sending children to other states. The responses are recorded in Table 42-9. Four reasons were given by this school district: having previous success with the receiving facility, perceiving the lack of comparable services in South Dakota, a child having failed to adapt to a South Dakota facility, and using out-of-state residential settings as an alternative to South Dakota's institutions.

TABLE 42-9. SOUTH DAKOTA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting
	Education
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0
Previous Success with Receiving Facility	1
Sending State Lacked Comparable Services	1
Standard Procedure to Place Certain Children Out of State	0
Children Failed to Adapt to In-State Facilities	1
Alternative to In-State Public Institutionalization	1
To Live with Relatives (Non-Parental)	0
Other	0
Number of Phase II Agencies Reporting	1

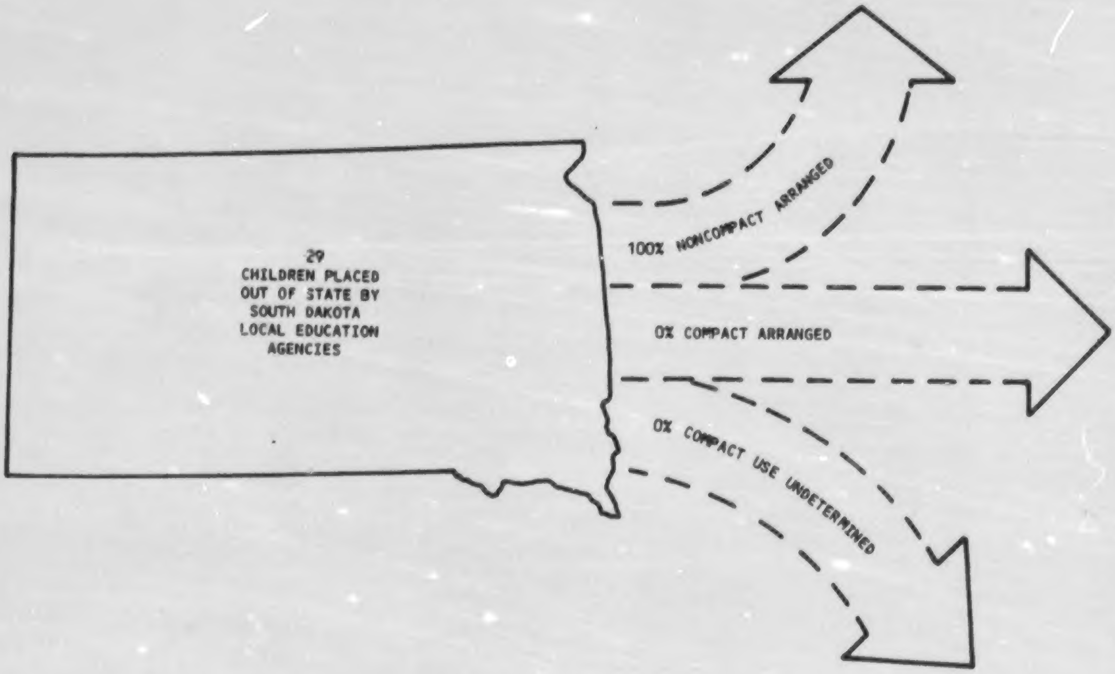
a. Some agencies reported more than one reason for placement.

Information on the most frequently selected out-of-state residential setting, monitoring practices, and financial expenditures was also provided by this agency. Residential treatment or child care facilities were reported to have been most frequently used for the seven children in 1978. Quarterly written progress reports and telephone calls were initiated to monitor the children's progress. A total of $25,000 in local funds was reported to be expended by the district to pay for these placements.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to a study about the out-of-state placement of children concerns the extent to which interstate compacts are utilized to arrange such placements. A graphic summarization of the findings about local education agency utilization of interstate compacts in South Dakota is illustrated in Figure 42-2. None of the 29 children placed out of state by the local school districts were processed by an interstate compact. It should be noted that placements to facilities solely educational in character are not under the purview of any compact.

FIGURE 42-2. SOUTH DAKOTA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978


29
CHILDREN PLACED
OUT OF STATE BY
SOUTH DAKOTA
LOCAL EDUCATION
AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

State agencies in South Carolina reported an opposite trend in compact use than the local school districts. The state child welfare, juvenile justice, and mental health and mental retardation agencies all reported complete utilization for the out-of-state placements they reported. The state education agency reported that 19 children placed out of state were processed through a compact.

TABLE 42-10. SOUTH DAKOTA: UTILIZATION OF INTERSTATE COMPACTS BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	73	42	2	22	3
Total Number of Compact-Arranged Placements Reported by State Agencies	73	19	2	22	3
Percentage of Compact-Arranged Placements	100	45	100	100	100

a. Juvenile Justice I indicates data reported by the Supreme Court's Department of Court Services and Juvenile Justice II indicates data reported by the Office of Correctional Services in the State Board of Charities and Corrections.

E. The Out-of-State Placement Practices of State Agencies

The involvement of South Dakota's state agencies in the out-of-state placement of children is presented in Table 42-11. At this point, it is important to recall the special interagency state placement committee described in section III, consisting of representatives from three state agencies: DOE's Division of Elementary and Secondary Education, DSS' Division of Mental Health and Mental Retardation; and DSS' Division of Social Welfare. These are agencies or divisions of agencies discussed in the following tables which have possibly been involved in the out-of-state placement of the same child and which, subsequently, may have caused this placement to be reported by more than one agency. It should also be recalled that two state-level juvenile justice agencies were surveyed in order to obtain complete placement information for this service type. Juvenile Justice I, in the following tables, represents information provided by the Supreme Court's Department of Court Services and Juvenile Justice II reflects information supplied by the Office of Correctional Services in the State Board of Charities and Corrections. All state agencies were able to report their specific involvement in out-of-state placement in 1978. The state child welfare agency reported arrangging and funding six placements. In addition, 67 out-of-state placements were known by this agency to have occurred, but its involvement was not specified. These placements could reflect the agency's part in the interagency state placement committee approval process.

The DOE's Division of Elementary and Secondary Education reported 29 locally arranged and state-funded placements, identical to the local school district's finding. The division also arranged and funded 13 placements, resulting in a total of 42 state-involved educational placements.

The Department of Court Services reported little placement activity, reporting only two placements ordered by the circuit courts. The Office of Correctional Services reported a total of 22 placements, none of which were publicly funded, specifying in the "other" category that 82 percent, or 18 of the 22 children, were placed in relatives' homes outside of South Dakota. The DSS' Division of Mental Health and Mental Retardation reported arranging and funding three out-of-state placements. No other placement activity was reported by this agency for 1978.

TABLE 42-11. SOUTH DAKOTA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies				
	Child Welfare	Education	Juvenile Justice I	Juvenile Justice II	Mental Health and Mental Retardation
State Arranged and Funded	6	13	0	0	3
Locally Arranged but State Funded	--	29	--	--	--
Court Ordered, but State Arranged and Funded	0	0	2	0	0
Subtotal: Placements Involving State Funding	6	42	2	0	3
Locally Arranged and Funded, and Reported to State	--	0	--	--	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	0	*	0	4	0
Other	0	0	0	18	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	73	42	2	22	3

a. Juvenile Justice I indicates data reported by the Supreme Court's Department of Court Services and Juvenile Justice II indicates data reported by the Office of Correctional Services in the State Board of Charities and Corrections.

b. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

The availability of information varied among state agencies when asked about the destinations of the children placed out of state, as can be seen in Table 42-12. The state child welfare agency could not report destination information for 49 of the 73 children they reported to be placed out of state. Of the children whose destinations were known, the largest number, five, were sent to Hawaii. Five children were sent to states contiguous to South Dakota: two children to both Minnesota and Nebraska, and one to Wyoming. Two children were also reported to be sent to each of four other states: Kansas, Missouri, Pennsylvania, and Virginia. Arizona, California, New Jersey, New York, North Carolina, and Washington each received one child.

The DOE reported that 43 percent of the 1978 education placements were sent to the border state of Iowa. Five other children, in total, were placed in neighboring Minnesota and Montana. Colorado received eight South Dakota education placements while Texas received seven children in the reporting year. Single placements were made to four other states, the farthest traveling to Connecticut. Both children reported placed by the Department of Court Services went to neighboring Nebraska, while the other state juvenile justice agency placed over one-half of the children for whom destinations were reported to border states of South Dakota. More distant placements were made by the Office of Correctional Services to Alaska, Georgia, and Pennsylvania, as well as to four other states. The state mental health and mental retardation agency was unable to provide the destinations of its three reported placements.

TABLE 42-12. SOUTH DAKOTA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed				
	Child Welfare	Education	Juvenile Justice[a]		Mental Health and Mental Retardation
			I	II	
Alaska		0	0	1	
Arizona	1	0	0		
California	1	1	0		
Connecticut		1	0		
Colorado		8	0	2	
Georgia		0	0	1	
Hawaii	5	0	0		
Iowa		18	0	3	
Kansas	2	0	0		
Minnesota	2	4	0		
Missouri	2	1	0		
Montana		1	0	3	
Nebraska	2	0	2	3	
New Jersey	1	0	0		
New York	1	0	0		
North Carolina	1	0	0		
North Dakota		0	0	2	
Oklahoma		1	0	1	
Pennsylvania	2	0	0	1	
Texas		7	0		
Utah		0	0	2	
Virginia	2	0	0		
Washington	1	0	0	2	
Wyoming	1	0	0		
Placements for Which Destinations Could not be Reported by State Agencies	49	0	0	1	All
Total Number of Placements	73	42	2	22	3

a. Juvenile Justice I indicates data reported by the Supreme Court's Department of Court Services and Juvenile Justice II indicates data reported by the Office of Correctional services in the State Board of Charities and Corrections.

Table 42-13 summarizes the conditions or statuses of children placed out of state in 1978, as reported by South Dakota state agencies. The child welfare agency reported children to be out of South Dakota who were physically or mentally handicapped, developmentally disabled, unruly/disruptive, emotionally disturbed, pregnant, or battered, abandoned, or neglected. It was also reported that adopted and foster children and children having drug or alcohol problems left South Dakota in 1978. The DOE's Division of Elementary and Secondary Education reported children with physical, mental, or emotional impairments as well as multiple handicaps being specified in the "other" category were sent out of state. In addition, foster children were also placed out of state. Both the Department of Court Services and the Office of Correctional Services reported that juvenile delinquents were sent out of South Dakota in the reporting year. The Office of Correctional Services also mentioned unruly/disruptive children as requiring out-of-state placement. The DSS' Division of Mental Health and Mental Retardation did not report the conditions of the three children placed out of South Dakota by that agency.

TABLE 42-13. SOUTH DAKOTA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

	Agency Type[b]			
			Juvenile Justice[b]	
Types of Conditions	Child Welfare	Education	I	II
Physically Handicapped	X	X	0	0
Mentally Handicapped	X	X	0	0
Developmentally Disabled	X	0	0	0
Unruly/Disruptive	X	0	0	X
Truants	0	0	0	0
Juvenile Delinquents	0	0	X	X
Emotionally Disturbed	X	X	0	0
Pregnant	X	0	0	0
Drug or Alcohol Problems	X	0	0	0
Battered, Abandoned, or Neglected	0	0	0	0
Adopted Children	X	0	0	0
Foster Children	X	X	0	0
Other	0	X	0	0

a. X indicates conditions reported.

b. Juvenile Justice I indicates data reported by the Supreme Court's Department of court Services and Juvenile Justice II indicates data reported by the Office of Correctional Services in the State Board of Charities and Corrections.

A question about the type of setting most frequently receiving children placed out of state in 1978 was asked of the state agencies. The child welfare agency reported sending children most often to adoptive homes in other states. The state education and correctional services officials reported most frequently sending children to residential treatment or child care facilities. The Department of Court Services said that children placed out of South Dakota most frequently went to the homes of relatives. Psychiatric hospitals were the most frequent residential setting reported to be used by the Division of Mental Health and Mental Retardation.

Table 42-14 provides information on the public expenditures made by South Dakota agencies for out-of-state placements in 1978. The state child welfare agency was not able to provide this information. The DOE's Division of Elementary and Secondary Education reported that $278,545 of state funds and $141,475 of local funds were spent for out-of-state placements in that year. The Department of Court Services reported the expenditure of $3,423 in state funds for placement purposes while the Division of Correctional Services reported to have provided no funds. The DSS' Division of Mental Health and Mental Retardation reported that only state funds were used for the three placements reported; however, the specific amount could not be determined.

TABLE 42-14. SOUTH DAKOTA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type				
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health and Mental Retardation
• State	*	$278,545	$3,423	0	*
• Federal	*	0	0	0	0
• Local	*	141,475	0	0	0
• Other	*	0	0	0	0
Total Reported Expenditures	*	$420,020	$3,423	0	*

* denotes Not Available.

a. Juvenile Justice I indicates data reported by the Supreme Court's Department of Court Services and Juvenile Justice II indicates data reported by the Office of Correctional Services in the State Board of Charities and Corrections.

F. State Agencies' Knowledge of Out-of-State Placements

Services for children are primarily operated by state agencies in South Dakota and Table 42-15 reflects these agencies' overall knowledge of out-of-state placement activity within the state. Every state agency reported complete placement information, including the state education agency being able to accurately report local agencies' 1978 placement activity as well as its own.

TABLE 42-15. SOUTH DAKOTA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	73	42	2	22	3
Total Number of Placements Known to State Agencies	73	42	2	22	3
Percentage of Placements Known to State Agencies	100	100	100	100	100

a. Juvenile Justice I indicates data reported by the Supreme Court's Department of Court Services and Juvenile Justice II indicates data reported by the Office of Correctional Services in the State Board of Charities and Corrections.

A graphic summarization of state agencies' knowledge of out-of-state placement activity is offered in Figure 42-3. Compact utilization, as reported by state agencies, is also illustrated in this figure. The state education agency reported that 19 children were sent out of South Dakota with compact use. This information conflicts with the local agency response that no 1978 placements were arranged through a compact, even if the 13 state-arranged placements were all made with compact use.

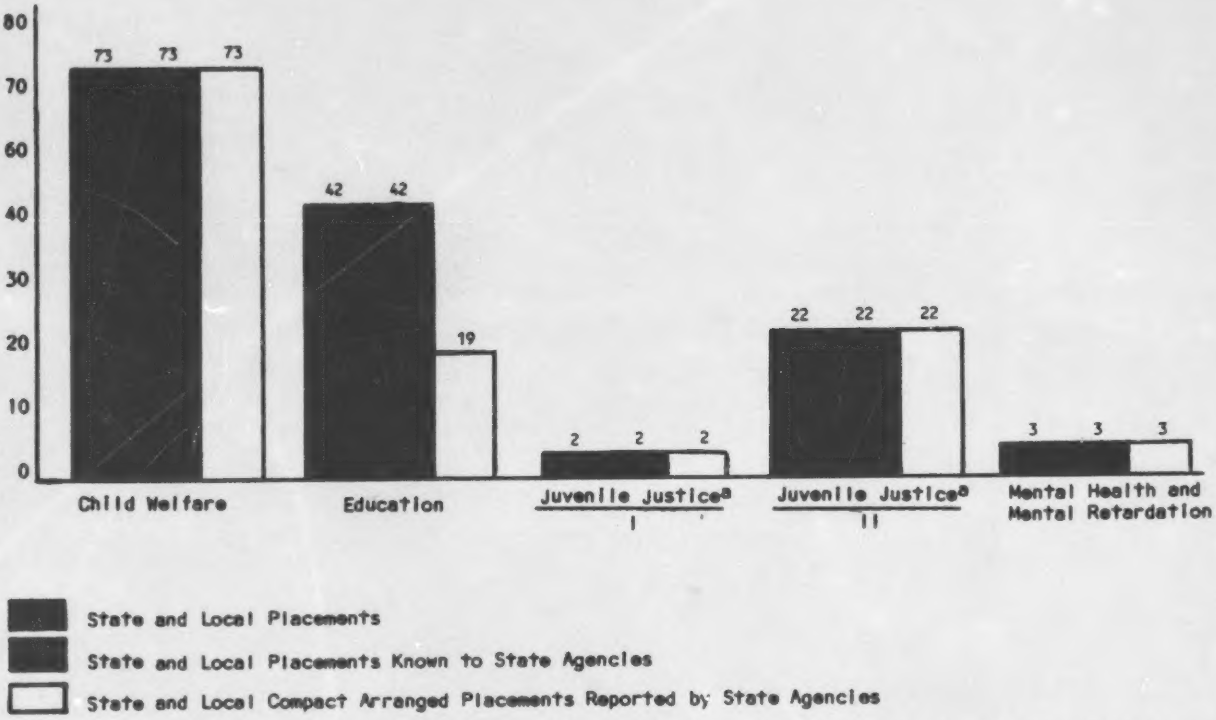


FIGURE 42-3. SOUTH DAKOTA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

a. Juvenile Justice I indicates data reported by the Supreme Court's Department of Court Services Division and Juvenile Justice II indicates data reported by the Office of Correctional Services.

V. CONCLUDING REMARKS

Upon review of the information obtained from the survey of South Dakota state and local public agencies, several conclusions can be made about the agencies' out-of-state placement practices.

- Local school district placements were primarily made in 1978 by agencies located in counties contiguous to South Dakota's border states. The state education agency, in reporting destinations for both locally and state-initiated placements, showed a predominant use of these border states for placement, particularly settings in Iowa.
- The state child welfare agency reported knowledge of children placed out of state with a wide variety of conditions and statuses. These children's placement destinations, when available, were to states throughout the country. These children were most frequently placed in adoptive homes, according to the agency.
- The state education agency's ability to accurately report local school districts' out-of-state placements made in 1978 reflects a strong regulatory ability on the part of the state agency.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in South Dakota in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

2. Rules for Special Education: 24:05:30:08.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN WISCONSIN

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Kenneth Blessing, Director, Bureau of Exceptional Children, Division for Handicapped Children, Department of Public Instruction; Signe Frank, Socio-Educational Specialist, Division for Handicapped Children, Department of Public Instruction; Martha Schurch, Compact Correspondent, Bureau of Children, Youth, and Families, Department of Health and Social Services; Robert Olsen, Compact Correspondent and Chief, Bureau of Community Corrections, Division of Corrections, Department of Health and Social Services; and Gerald Thielbar, Chief, Systems and Evaluation Section, Department of Health and Social Services, Karl Vircks, Juvenile Specialist, Bureau of Community Corrections, Division of Corrections, Department of Health and Social Sciences.

II. METHODOLOGY

Information was systematically gathered about Wisconsin from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Wisconsin appears below in Table 50-1.

TABLE 50-1. WISCONSIN: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone interview Mailed Survey: DHSS officials	Telephone interview Mailed Survey: DPI officials	Telephone interview Mailed Survey: DHSS officials	Telephone interview Mailed Survey: DHSS officials
Local Agencies[a]	Telephone Survey: All 72 local child welfare agencies, five of which also provide mental health and mental retardation services	Telephone Survey: 10 percent sample of the 437 school districts to verify state information[b]	Telephone Survey: All 72 circuit courts	Telephone Survey: All 59 local mental health and/or mental retardation agencies[c]

a. The telephone survey was conducted by the Youth Policy and Law Center of Madison, under a subcontract by the Academy.

b. Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

c. Eight of these agencies provide mental health services, ten provide mental retardation services, and 41 provide both of these services for single or multicounty service areas. An additional five agencies provide mental health and mental retardation services in combination with child welfare services, and these agencies are included in the first column of the table under the "Child Welfare" heading.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Wisconsin has the 25th largest land area (54,464 square miles) and is the 16th most populated state (4,577,343) in the United States. It has 54 cities with populations over 10,000 and 22 cities with populations over 30,000. Milwaukee is the most populated city in the state with an estimated population of 666,000. Madison, the capital, is the second most populated city in the state with approximately 170,000 people. Wisconsin has 72 counties. The estimated 1978 population of persons eight to 17 years old was 856,192.

Wisconsin has ten Standard Metropolitan Statistical Areas (SMSAs). Two of the SMSAs include a portion of a contiguous state, Minnesota. Other contiguous states are Iowa, Illinois, and Michigan.

Wisconsin was ranked 18th nationally in total state and local per capita expenditures, 16th in per capita expenditures for education, and eighth in per capita expenditures for public welfare.[1]

B. Child Welfare

Social services, financial assistance, health and mental health services, and juvenile corrections are supervised or administered by divisions of the Wisconsin Department of Health and Social Services (DHSS). The Division of Community Services (DCS) is the primary agency for child welfare services. It maintains six regional offices which supervise the delivery of services by the state's 72 county welfare agencies. Five of these agencies provide mental health and mental retardation services in addition to child welfare services.

The Bureau of Children, Youth, and Families, within the Wisconsin Division of Community Services, places children in adoptive and foster homes in other states and provides general monies which can be used by county social service agencies for making placements. Wisconsin has been a member of the Interstate Compact on the Placement of Children (ICPC) since November 1978, near the end of the survey reporting year.

C. Education

Education is the responsibility of the Wisconsin Department of Public Instruction (DPI) and the elected state superintendent in Wisconsin. There is no State Board of Education. Placement of children with special needs is the responsibility of the DPI's Division for Handicapped Children, Bureau of Exceptional Children. Wisconsin's 437 local school districts provide special education services as well as the normal curriculum for grades K-12.

Wisconsin law permits the 437 school districts, after consultation with a multidisciplinary team, to place an exceptional child in a special education program outside of the state if an appropriate placement is not available in the state. Prior approval must be obtained from the state superintendent before placing any child "with exceptional needs" out of state. The district picks up the out-of-state tuition costs, except in the case of deaf-blind children, where the state pays tuition expenses. No placement--in state or out of state --can be made in private facilities which are religious or sectarian in nature. Annually, each school board must submit a report to the state evaluating the progress of the child in the special educational placement.

D. Juvenile Justice

With the recent abolition of Wisconsin's county courts, juvenile cases have come under the jurisdiction of circuit courts, located in each of the 72 counties. At least one judge in each court is reported to be assigned juvenile responsibilities.

Adjudicated delinquents may be committed to the Division of Corrections (DOC) in the Department of Health and Social Services (DHSS), if the severity of the offense is determined to require secure and prolonged custody.

Probation services are provided by social services agencies in all but 11 counties, where the court provides these services. When children are placed out of state, the Interstate Compact on Juveniles (ICJ), administered by the Bureau of Community Corrections in the DOC,is most often used. Wisconsin has been a member of the compact since 1957. The courts could, however, make out-of-state placements, either through their county probation workers or through the county welfare departments, without using the compact. It was reported that local funds would pay for these placements.

E. Mental Health and Mental Retardation

The Division of Community Services (DCS) within the Department of Health and Social Services (DHSS) is responsible for the supervision of mental health and mental retardation services in Wisconsin. The Interstate Compact on Mental Health (ICMH), which was enacted in 1965, is also administered in DCS.

In most Wisconsin counties, publicly administered boards provide both mental health and mental retardation services. These boards are known by a variety of names, which include the words combined, comprehensive, or unified, but most often are called "Unified Services Boards." There are 41 such unified county boards, nine of which serve multicounty jurisdictions encompassing 27 of Wisconsin's 72 counties. The other 32 agencies have single-county service areas. These boards were established and provide mental health and mental retardation services under authority provided by Chapter 51.42 of the Wisconsin code. There are also eight such boards serving single-county jurisdictions which provide mental health services in the presence of an independent public mental retardation (developmental disability) agency.

The mental retardation agencies exist under the authority of Chapter 51.437 of the Wisconsin code in ten counties (Crawford, Dane, Greenlake, Jackson, Kenosha, Lincoln, Manitowoc, Rock, Sawyer, and Walworth) and in two counties, Jackson and Lincoln, they provide services to jurisdictions contained by multicounty unified board service areas.

Finally, in five counties there exist agencies called "Human Services Boards" which provide mental health and mental retardation services in combination with so-called "Chapter 48" services, or child welfare services. These counties are Columbia, Eau Claire, Jefferson, Monroe, and Racine.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

In this section of the Wisconsin profile, the results of the survey of state and local agencies are presented in summary tables. The data has been organized to correspond to some of the major issues raised in Chapter 1 relevant to the out-of-state placement of children.

A. The Number of Children Placed in Out-of-State Residential Settings

Information is presented on the practices of state and local agencies, and Table 50-2 serves to introduce the findings by summarizing the out-of-state placement activity that was discovered among agency types at the two levels of government. The table has been included at the outset of this section to lend some insight to the sources of placements into other states in terms of service types, and the size of the cohort of children to which much of the subsequent findings refer.

In terms of child welfare placements, Table 50-2 indicates that the DHSS' Division of Community Services did not report placements made by that agency and that local child welfare agencies reported more placements, as a group, than any other agency type.

Local education agencies jointly arranged and funded the placement of two children into other states with the DIP's Division for Handicapped Children, Bureau of Exceptional Children. More placements were reported by the local circuit courts than by the state juvenile justice agency, with the incidence of placement by these agencies being 17 and 11 children, respectively. The state mental health and mental retardation agency did not report the out-of-state placements which involved the agency in 1978, although it did indicate that it arranged and funded such placements and had knowledge of similar placements made by local agencies. The local mental health and mental retardation agencies reported a total of 16 children placed out of Wisconsin in 1978. Local agencies responsible soley for mental health or mental retardation services were not involved in placing children into other states.

TABLE 50-2. WISCONSIN: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*	0	11	*	11
Local Agency Placements	46	2	17	16[b]	81
Total	46	2	28	16	92

* denotes Not Available.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 50-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. All of these placements were reported by the local agencies which provided unified mental health and mental retardation services.

Table 50-3 further specifies the involvement of Wisconsin local agencies in placing children out of Wisconsin by reporting incidence figures for each agency type within every county of Wisconsin. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them. The "not applicable" designation for a county under the mental health and mental retardation heading means one of several things. Most frequently it indicates that the county is included in one of the multicounty service areas reported at the end of the table. In other cases, mental health and mental retardation services are administered by separate agencies, none of which placed children out of Wisconsin in 1978 and, therefore, were not included in this table.

Finally, at the time of this study, there were five counties in which child welfare, mental health, and mental retardation services were consolidated. Placement information reported by these agencies is recorded for the child welfare agency and appears under that heading for Columbia, Eau Claire, Jefferson, Monroe, and Racine Counties. Jefferson and Eau Claire are the only two of these counties with services organized in this way which made out-of-state placements, reporting two children and one child, respectively, that were sent to other states for care in 1978.

These two agencies providing child welfare services are only two of 21 such agencies placing children into other states. Twenty-nine percent of these child welfare agencies placed children out of Wisconsin in 1978. Table 50-3 indicates that the incidence for any given agency was relatively low, with Rock County's eight placements being the most children reported among all the counties. Milwaukee County estimated that five children were placed out of state, and all other placing agencies reported four or fewer placements. Urbanization or geographic locale tend not to be important determining factors among those counties which made out-of-state placements. Only one-half of the counties located in SMSAs made placements, which in total account for just over one-fourth of all placements reported by child welfare agencies. Similarly, less than one-half of Wisconsin counties bordering other states were responsible for 28 percent of all placements reported by this agency type.

In terms of placements by juvenile courts, the more significant finding occurs not so much in placements that were reported but more in the number of courts which made out-of-state placements but did not report their numbers or did not know if they had been involved in the activity during the reporting year. Eight courts reported making out-of-state placements without specifying how many children were sent into other states, and three did not provide any out-of-state placement information. These courts are located throughout Wisconsin, and some of them, such as in Dodge, Fond Du Lac, and Wood Counties, serve substantially large juvenile populations.

The nine courts which reported placing children out of Wisconsin in 1978 did so in relatively small numbers, with the highest incidence rate reported being only three children. Like Wisconsin local child welfare agencies, courts reporting children placed into other states do not appear to be strongly grouped according to urbanization or proximity to other states.

In contrast to the local child welfare agencies and courts, the mental health and mental retardation agencies placing children out of state in 1978 are highly clustered in one part of the state. Except for the three placements reported by the Sheboygan County agency, all 13 other placements were reported by three mental health and mental retardation agencies serving nine counties in the northwestern corner of Wisconsin. This area is bordered by Minnesota and its Duluth and Minneapolis-St. Paul SMSAs.

There were only two placements made by local education agencies and they are located in urban Milwaukee and Racine Counties, in the southeast corner of Wisconsin, near Illinois.

TABLE 50-3. WISCONSIN: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of Children Placed during 1978			
		Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Adams	1,934	0	0	*	0
Ashland	2,931	0	0	0	--
Barron	6,816	0	0	*	--
Bayfield	2,162	0	0	0	0
Brown	35,540	0	0	3 est	0
Buffalo	2,753	1	0	0	--
Burnett	1,820	0	0	0	--
Calumet	6,729	0	0	0	0
Chippewa	10,368	0	0	2 est	0
Clark	6,408	0	0	0	0
Columbia	7,705	0	0	0	--
Crawford	3,183	4 est	0	0	--
Dane	51,159	1	0	0	--
Dodge	13,844	0	0	*	0
Door	3,818	0	0	*	0
Douglas	7,357	0	0	0	2
Dunn	4,701	0	0	1	--
Eau Claire	11,627	1	0	0	--
Florence	624	0	0	3 est	0
Fond Du Lac	16,583	0	0	*	0
Forest	1,776	2	0	0	--
Grant	9,522	0	0	0	--
Green	5,337	2	0	1 est	0
Green Lake	3,099	0	0	*	--
Iowa	4,181	0	0	0	--
Iron	1,021	0	0	0	--
Jackson	2,999	0	0	0	--
Jefferson	11,690	2	0	0	--
Juneau	3,693	0	0	0	--
Kenosha	23,280	2	0	0	--
Kewaunee	3,974	0	0	0	0
La Crosse	14,780	1	0	0	0
Lafayette	3,735	0	0	0	0
Langlade	3,950	0	0	0	--
Lincoln	4,855	0	0	0	--

TABLE 50-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of Children Placed during 1978			
		Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Manitowoc	16,351	0	0	0	--
Marathon	20,384	1	0	0	--
Marinette	6,842	2	0	*	0
Marquette	1,740	0	0	0	0
Menominee	823	0	0	0	0
Milwaukee	172,865	5 est	1	3 est	0
Monroe	6,199	0	0	0	--
Oconto	5,306	0	0	0	0
Oneida	5,202	0	0	1	--
Outagamie	26,008	3	0	0	0
Ozaukee	13,914	1	0	2 est	0
Pepin	1,633	0	0	0	--
Pierce	5,376	1	0	*	--
Polk	5,541	0	0	*	--
Portage	9,839	0	0	0	0
Price	2,895	0	0	0	--
Racine	36,121	0	1	0	--
Richland	3,027	0	0	0	--
Rock	26,898	8	0	0	--
Rusk	2,777	0	0	0	--
St. Croix	8,260	1	0	*	0
Sauk	7,505	0	0	0	--
Sawyer	2,157	0	0	0	--
Shawano	6,823	1	0	0	--
Sheboygan	18,328	1	0	0	3
Taylor	3,943	0	0	0	0
Trempealeau	4,578	0	0	0	--
Vernon	4,691	0	0	0	0
Vilas	2,174	0	0	0	--
Walworth	11,527	2	0	0	--
Washburn	2,117	0	0	0	--
Washington	16,655	0	0	0	0
Waukesha	54,803	0	0	1 est	0
Waupaca	7,380	4	0	0	--
Waushara	2,921	0	0	0	0
Winnebago	22,972	0	0	0	0
Wood	13,663	0	0	*	0
Multicounty Jurisdiction					
Burnett, Washburn, Polk, Barron, Rusk		--	--	--	5
Pierce, Pepin, Dunn		--	--	--	6
Buffalo, Trempealeau, Jackson		--	--	--	0
Langlade, Lincoln, Marathon		--	--	--	0
Shawano, Waupaca		--	--	--	0

TABLE 50-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of Children Placed during 1978: Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Richland, Juneau, Sauk		--	--	--	0
Iowa, Grant		--	--	--	0
Ashland, Iron, Price		--	--	--	0
Oneida, Forest, Vilas		--	--	--	0
Green, Dane		--	0	--	--
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		46 est	2	17 est	16
Total Number of Local Agencies Reporting		72	437	72	41[b]

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

b. All of these responses are from the unified local mental health and mental retardation agencies. The eight local mental health agencies and ten local mental retardation agencies made no placements.

B. The Out-of-State Placement Practices of Local Agencies

The involvement of local agencies in placing children into other states from Wisconsin, without regard to the number of children they may have placed, is reflected in Table 50-4. Clearly the agencies most involved in out-of-state placement are those providing child welfare services, 29 percent of which reported placing at least one child into another state. Only two of the 437 school districts reported 1978 out-of-state placements, and nine of the circuit courts, or about 13 percent, could report they were involved in placing children outside of Wisconsin in that year. However, it should be noted that 15 percent of the local juvenile justice agencies did not know or could not report their involvement in out-of-state placements. Seven percent of the mental health and mental retardation agencies placed children out of Wisconsin in the reporting year.

TABLE 50-4. WISCONSIN: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

	Number of AGENCIES, by Agency Type			
Response Categories	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Agencies Which Reported Out-of-State Placements	21	2	9	4
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	0	11	0
Agencies Which Did Not Place Out of State	51	435	52	55
Agencies Which Did Not Participate in the Survey	0	0	0	0
Total Local Agencies	72	437	72	59

All local Wisconsin agencies were asked to describe their reasons for not making out-of-state placements if they reported no involvement in the practice. Their responses are provided in Table 50-5 with all nonplacing mental health, mental retardation, and mental health/mental retardation agencies displayed in one cloumn. Child welfare agencies not placing children into other states in 1978 said, without exception, that sufficient services were determined to be available in Wisconsin to meet children's needs. Under the "other" category, four child welfare agencies said no such placements were made because of parental disapproval and because out-of-state placements involved too much "red tape." Single agencies also said that the distance of placements into other states was a deterrent and that they lacked knowledge of out-of-state resources.

Almost all school districts did not place children out of Wisconsin in 1978 and the main reason was because of the presence of in-state resources. Seven districts said they lacked funds for this purpose, and among "other" responses were six districts claiming that "red tape" was prohibitive and one had a policy against out-of-state placements. Nearly an equal number of courts said that children were not placed out of state because of a lack of funds for that purpose and because of the presence of sufficient services in Wisconsin. Forty-three "other" responses were also given, 15 of which said that it was against court policy to place children out of state.

The eight local agencies providing mental health services, which as a group made no out-of-state placements, gave four reasons for not placing any children across state lines. Responses from these three agencies indicated that they lacked authority to make such placements, that they lacked funds for this purpose, that sufficient services were available in Wisconsin, and that the agencies have a policy against placing children out of state. The ten local mental retardation programs were more unified in their reasons for not placing children out of Wisconsin, with eight of them saying that sufficient services were available in the state. In addition, two agencies reported lacking funds for this purpose, one lacking knowledge of out-of-state resources, and one having a policy against such placements. Most agencies providing both mental health and mental retardation services said that sufficient services were available in Wisconsin, with 29 of the 37 nonplacing agencies giving this response. About one-half of these agencies said that they lacked funds for out-of-state placements and that there were other reasons for not being involved in this practice in 1978. Twelve of the "other" responses referred to agency policy against placing children out of Wisconsin, three to parental disapproval of such placements, and two to the prohibitive red tape involved in sending children into other states.

TABLE 50-5. WISCONSIN: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Lacked Statutory Authority	0	0	1	4
Restricted	0	0	0	0
Lacked Funds	7	7	17	23
Sufficient Services Available in State	51	433	16	40
Other[b]	17	12	43	24
Number of Agencies Reporting No Out-of-State Placements	51	435	52	55
Total Number of Agencies Represented in Survey	72	437	61	59

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Table 50-6 demonstrates the number of agencies enlisting the aid and assistance of other public agencies in the course of making out-of-state placements in 1978 and the number of children who were subject to this interagency cooperation. With the exception of the two education placements, which both were subject to interagency cooperation, approximately 70 to 80 percent of the other agency types arranging placements cooperated with other public agencies in placing a similar proportion of the children reported placed out of state.

TABLE 50-6. WISCONSIN: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type							
	Child Welfare		Education		Juvenile Justice		Mental Health and Mental Retardation	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	21	29	2	0.5	9	13	4	7
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	15	71	2	100	7	78	3	75
Number of CHILDREN Placed Out of State	46	100	2	100	17	100	16	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	32	70	2	100	13	76	11	69

a. See Table 50-4.

All local agencies placing children out of Wisconsin in 1978 were asked to describe these children according to the list of characteristics shown in Table 50-7. Nearly one-half of the 21 placing child welfare agencies mentioned that children going to other states were battered, abandoned, or neglected. Three to four agencies also mentioned placing children who were unruly/disruptive, or who had been adjudicated delinquent. Four single agencies reported truant, mentally ill/emotionally disturbed, and adopted children, as well as youth with drug/alcohol problems were placed outside of Wisconsin. The two responses to the "other" category which were made were described as "courtesy" placements. Most of the 17 juvenile courts reporting having been involved in out-of-state placements (although eight could not report the number of placements) described these children as unruly/disruptive, truant, adjudicated delinquent, or battered, abandoned, or neglected. These descriptions received 12 to 13 positive responses each from the courts. Eight courts also mentioned that children placed in 1978 had a history of substance abuse, while six placed children into other states for adoption and six for courtesy supervision, described under the "other" category.

Children placed out of state by both reporting school districts and mental health and mental retardation agencies were described as mentally/developmentally or emotionally impaired. Three of the four mental health and mental retardation agencies also added that children going to settings in other states had drug or alchohol problems.

TABLE 50-7. WISCONSIN: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

	Number of AGENCIES Reporting			
Types of Conditions[a]	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	0	0	0	0
Mentally Retarded or Developmentally Disabled	3	2	0	1

TABLE 50-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Unruly/Disruptive	4	0	12	0
Truant	1	0	12	0
Juvenile Delinquent	3	0	13	0
Mentally Ill/Emotionally Disturbed	1	1	1	2
Pregnant	0	0	0	0
Drug/Alcohol Problems	1	0	8	3
Battered, Abandoned, or Neglected	11	0	12	0
Adopted	1	0	6	0
Special Education Needs	0	1	0	0
Multiple Handicaps	0	0	0	0
Other[b]	2	0	6	0
Number of Agencies Reporting	21	2	17[c]	4

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

c. The eight courts which could not report the number of children they placed out of state were able to respond to this question.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Wisconsin's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Wisconsin agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 50-1. Less than ten percent of the local child welfare agencies which reported involvement in out-of-state placements in 1978 were Phase II agencies. These two Phase II agencies placed 28 percent of the children reported to be sent out of Wisconsin by child welfare agencies in that year. In contrast, 50 percent of the four placing local mental health and mental retardation agencies were in the Phase II category. These agencies reported placing 11 children out of state, 69 percent of the total mental health and mental retardation placements. Therefore, the detailed information to be reported on the practices of Phase II mental health and mental retardation agencies is descriptive of the majority of out-of-state placements arranged by this service type's local agencies in 1978.

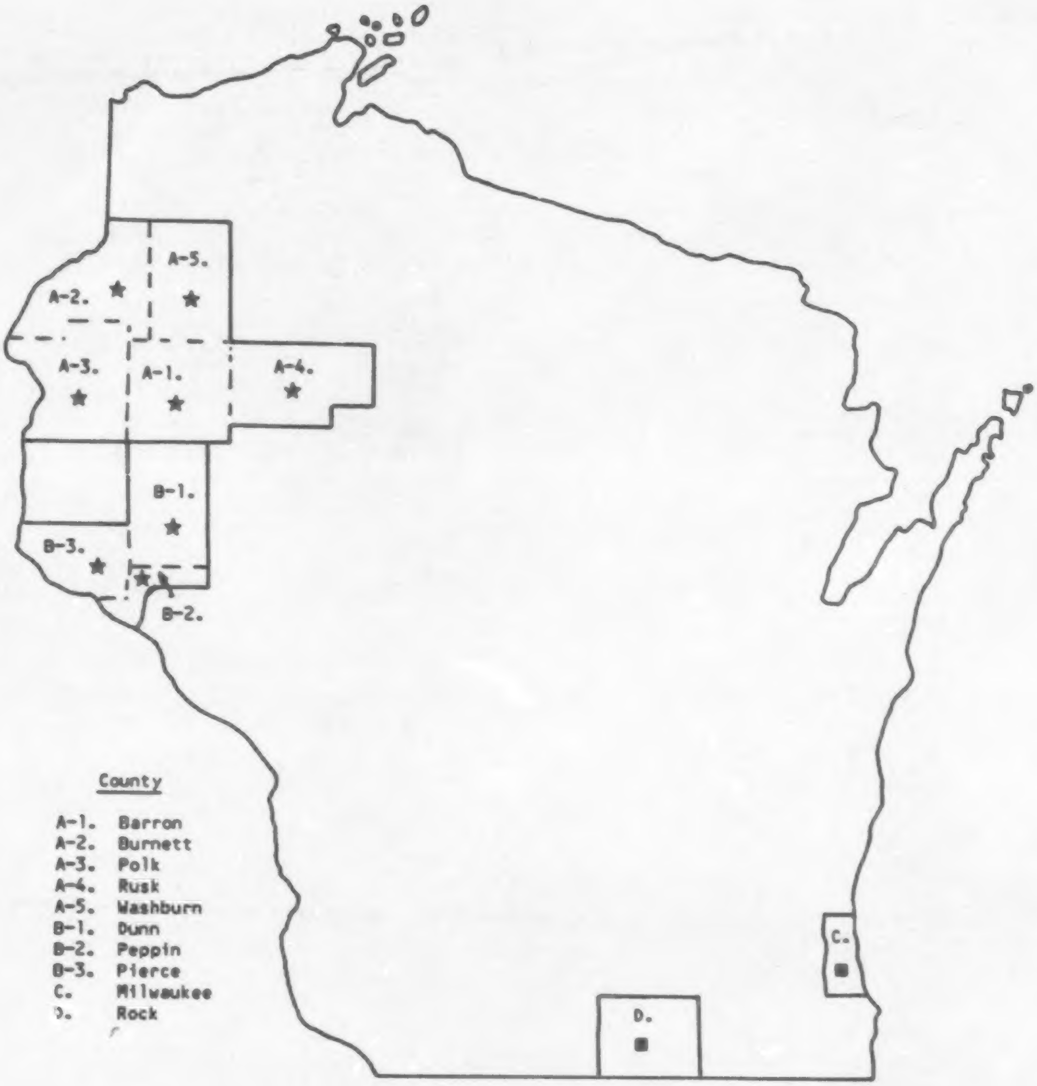
FIGURE 50-1. WISCONSIN: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Child Welfare	Mental Health and Mental Retardation
Number of Agencies	72	41
Number of Agencies Reporting Out-of-State Placements in 1978	21	4
Number of Agencies Reporting Five or More Placements in 1978 (Phase II Agencies)	2	2
Number of Children Placed Out of State in 1978	46	16
Number of Children Placed by Phase II Agencies	13	11
Percentage of Reported Placements in Phase II	28	69

An interesting pattern emerges in studying Figure 50-2, illustrating the geographic location of the counties served by Phase II agencies. Both Phase II child welfare agencies are located in southern Wisconsin counties, Milwaukee and Rock, the latter on the state's border with Illinois. Milwaukee County is part of a larger SMSA as well, bordering on Lake Michigan.

A total of eight counties served by the two Phase II mental health and mental retardation agencies are clustered in the northwestern portion of Wisconsin, surrounding, but not including, two different SMSA counties. Three of these eight counties border Minnesota: Burnett, Polk, and Pierce.

FIGURE 50-2. WISCONSIN: COUNTY LOCATION OF PHASE II LOCAL AGENICES



County	
A-1.	Barron
A-2.	Burnett
A-3.	Polk
A-4.	Rusk
A-5.	Washburn
B-1.	Dunn
B-2.	Peppin
B-3.	Pierce
C.	Milwaukee
D.	Rock

■ Child Welfare Phase II Agency Jurisdiction

★ Mental Health and Mental Retardation Phase II Agency Jurisdiction

Local Phase II agencies were asked to provide additional information about their placement practices. However, this information was not collected from one of the four agencies--a mental health and mental retardation agency--in this category of placement. The states to which children were sent in 1978 by these agencies appears in Table 50-8 and it indicates that child welfare agencies sent children in small numbers to states in different regions of the country. The largest number of children for which destinations were reported by local child welfare agencies went to North Dakota, which received four children. The destinations of five children placed by these agencies was not reported. All six children placed by the mental health and mental retardation agency for which data is included in the table went to settings in Minnesota. It should be recalled that this agency serves a multicounty area which borders Minnesota.

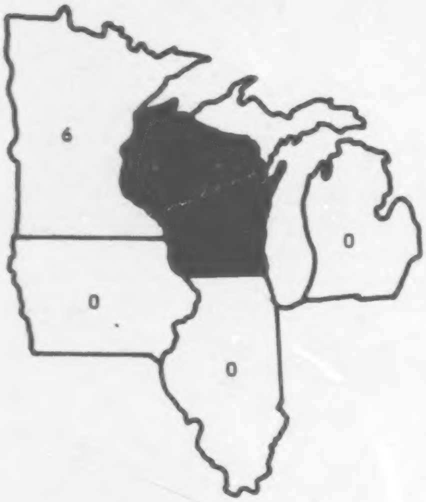
TABLE 50-8. WISCONSIN: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed: Child Welfare	Number of CHILDREN Placed: Mental Health and Mental Retardation
Indiana	1	
Minnesota		6
North Dakota	4	
Ohio	2	
Texas	1	
Placements for Which Destinations Could Not be Reported by Phase II Agencies	5	5[a]
Total Number of Phase II Agencies	2	2[a]
Total Number of Children Placed by Phase II Agencies	13	11

a. Information generally requested from local Phase II agencies was not collected from one mental health and mental retardation agency.

The utilization of settings in states contiguous to Wisconsin by local Phase II agencies appears in Figure 50-3. This map of Wisconsin and bordering states indicates that among those children for whom destinations were reported, only the six children placed by a mental health and mental retardation agency went to a border state.

FIGURE 50-3. WISCONSIN: THE NUMBER OF CHILDREN REPORTED IN STATES CONTIGUOUS TO WISCONSIN BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II mental health and mental retardation agencies reported destinations for six children.

The reasons reported by Phase II agencies for undertaking these placements appear in Table 50-9. The two reporting child welfare agencies placed children with relatives other than parents, and for "other" reasons. The mental health and mental retardation agency for which reasons for placement were reported placed children because a receiving facility was closer to a child's home despite being in another state, because of previous success with a particular out-of-state program, and so that children could be in the homes of relatives.

TABLE 50-9. WISCONSIN: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting: Child Welfare	Number of AGENCIES Reporting: Mental Health and Mental Retardation
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0	1
Previous Success with Receiving Facility	0	1
Sending State Lacked Comparable Services	0	0
Standard Procedure to Place Certain Children Out of State	0	0
Children Failed to Adapt to In-State Facilities	0	0
Alternative to In-State Public Institutionalization	0	0
To Live with Relatives (Non-Parental)	1	0
Other	2	1
Number of Phase II Agencies Reporting	2	1[b]

a. Some agencies reported more than one reason for placement.

b. Information generally requested from local Phase II agencies was not collected from one mental health and mental retardation agency.

The type of setting most frequently selected by Phase II agencies is reported in Table 50-10. The most frequent settings of choice for the two reporting child welfare agencies were foster homes and relatives' homes, while the responding mental health and mental retardation agency reported most frequently using "transitional living communities" or half-way houses dealing with drug and alcohol problems (specified in the "other" category).

TABLE 50-10. WISCONSIN: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Child Welfare	Mental Health and Mental Retardation
Residential Treatment/Child Care Facility	0	0
Psychiatric Hospital	0	0
Boarding/Military School	0	0
Foster Home	1	0
Group Home	0	0
Relative's Home (Non-Parental)	1	0
Adoptive Home	0	0
Other	0	1
Number of Phase II Agencies Reporting	2	1[a]

a. Information generally requested from local Phase II agencies was not collected from one mental health and mental retardation agency.

The monitoring practices of Phase II agencies are reported in Table 50-11, where it can be seen that both local child welfare agencies rely upon semiannual written reports to assess children's progress in placement. The reporting mental health and mental retardation agency gave all of its responses within the time intervals category describing periods other than those listed in the table. This agency reported that written progress reports were received monthly, that on-site visits were made to the receiving facility 30 to 15 days prior to discharge, and that telephone contact was maintained on a monthly or bimonthly basis, as needed.

TABLE 50-11. WISCONSIN: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Child Welfare	Mental Health and Mental Retardation
Written Progress Reports	Quarterly	0	0
	Semiannually	2	0
	Annually	0	0
	Other[b]	0	1
On-Site Visits	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	0	1
Telephone Calls	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	1	1

TABLE 50-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Child Welfare	Mental Health and Mental Retardation
Other	Quarterly	1	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	0	0
Total Number of Phase II Agencies Reporting		2	1[c]

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

c. Information generally requested from local Phase II agencies was not collected from one mental health and mental retardation agency.

Local agencies placing more than four children out of state in 1978 were also asked to report their expenditures for these placements. This information was only available from the single mental health and mental retardation agency described here, and the agency reported spending $12,500 in 1978 for placements in other states.

D. Use of Interstate Compacts by State and Local Agencies

Table 50-12 describes in some detail the use of interstate compacts by Wisconsin local agencies. The table makes this description without regard for the number of children actually involved. Both child welfare agencies involved in more than four out-of-state placements in 1978 indicated using compacts and about one-half of those placing four or fewer children, for which this information was available, used compacts. It should be recalled that Wisconsin did not enact the Interstate Compact on the Placement of Children (ICPC) until November 1978, and it was therefore only in effect for a portion of the reporting year.

One of the four mental health and mental retardation agencies arranging out-of-state placements in 1978 used interstate compacts, and this agency made four or fewer placements. In addition, neither of the school districts involved in placing children out of Wisconsin in the reporting year used compacts. This is not unusual because no compact exists for the placement of children to primarily educational facilities. All courts involved in placing children into other states from Wisconsin placed fewer than five children and only one of these juvenile justice agencies involved an interstate compact in the placement process.

In summary, when considering all 36 local agencies involved in out-of-state placement, 21 of these agencies for which compact utilization was determined arranged placements without use of a compact.

TABLE 50-12. WISCONSIN: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	19	2	9	2
• Number Using Compacts	7	0	1	1
• Number Not Using Compacts	8	2	8	1
• Number with Compact Use Unknown	4	0	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	2	0	0	2
• Number Using Compacts	2	--	--	0
Interstate Compact on the Placement of Children				
Yes	2	--	--	0
No	0	--	--	2
Don't Know	0	--	--	0
Interstate Compact on Juveniles				
Yes	0	--	--	0
No	2	--	--	2
Don't Know	0	--	--	0
Interstate Compact on Mental Health				
Yes	0	--	--	0
No	2	--	--	2
Don't Know	0	--	--	0
• Number Not Using Compacts	0	--	--	2
• Number with Compact Use Unknown	0	--	--	0
TOTALS				
Number of AGENCIES Placing Children Out of State	21	2	9	4
Number of AGENCIES Using Compacts	9	0	1	1
Number of AGENCIES Not Using Compacts	8	2	8	3
Number of AGENCIES with Compact Use Unknown	4	0	0	0

-- denotes Not Applicable.

Table 50-13 provides information similar to that reported in the previous table except the information is based on the number of children that were processed by interstate compacts in the course of being placed out of Wisconsin in 1978 by local agencies. Nearly one-half of the 33 children placed out of state by local child welfare agencies involved in four or fewer placements were not placed through a compact. In contrast, all but one of the 13 children placed by local child welfare agencies involved in more than four placements were compact processed. Again, the ICPC was only in effect for a few months of 1978 in Wisconsin.

The courts placed 15 of the 17 children leaving Wisconsin in 1978 under their actions without compact involvement, and the local school districts did not use a compact in placing two children.

In the area of mental health and mental retardation, at least two children placed by agencies in the "four or fewer" category were not placed through compacts and none of the 11 children placed by agencies involved in more than four such placements were processed by compacts in the course of leaving the state.

When examining compact utilization for all 81 children placed out of Wisconsin by local agencies, at least 47 children left the state without compact involvement.

TABLE 50-13. WISCONSIN: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	33	2	17	5
• Number Placed with Compact Use	7	0	1	1
• Number Placed without Compact Use	16	2	15	2
• Number Placed with Compact Use Unknown[a]	10	0	1	2
CHILDREN PLACED BY PHASE II AGENCIES	13	0	0	11
• Number Placed with Compact Use	12	--	--	0
Number through Interstate Compact on the Placement of Children	12	--	--	0
Number through Interstate Compact on Juveniles	0	--	--	0
Number through Interstate Compact on Mental Health	0	--	--	0
• Number Placed without Compact Use	1	--	--	11
• Number Placed with Compact Use Unknown	0	--	--	0

TABLE 50-13. (Continued)

Children Placed Out of State	Number of CHILDREN			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
TOTALS				
Number of CHILDREN Placed Out of State	46	2	17	16
Number of CHILDREN Placed with Compact Use	19	0	1	1
Number of CHILDREN Placed without Compact Use	17	2	15	13
Number of CHILDREN Placed with Compact Use Unknown	10	0	1	2

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

The following four figures summarize the information provided in the previous table regarding the number of children placed out of state by the four local agency types with the involvement of interstate compacts. Figure 50-4 indicates that a minimum of 41 percent of all local child welfare placements involved compacts and that at least 37 percent were not compact processed. Once again, acknowledgment must be made to the November 1978 enactment date of ICPC in Wisconsin. Comparative information is provided in Figures 50-5, 6, and 7 on compact use among the other local agency types.

FIGURE 50-4. WISCONSIN: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

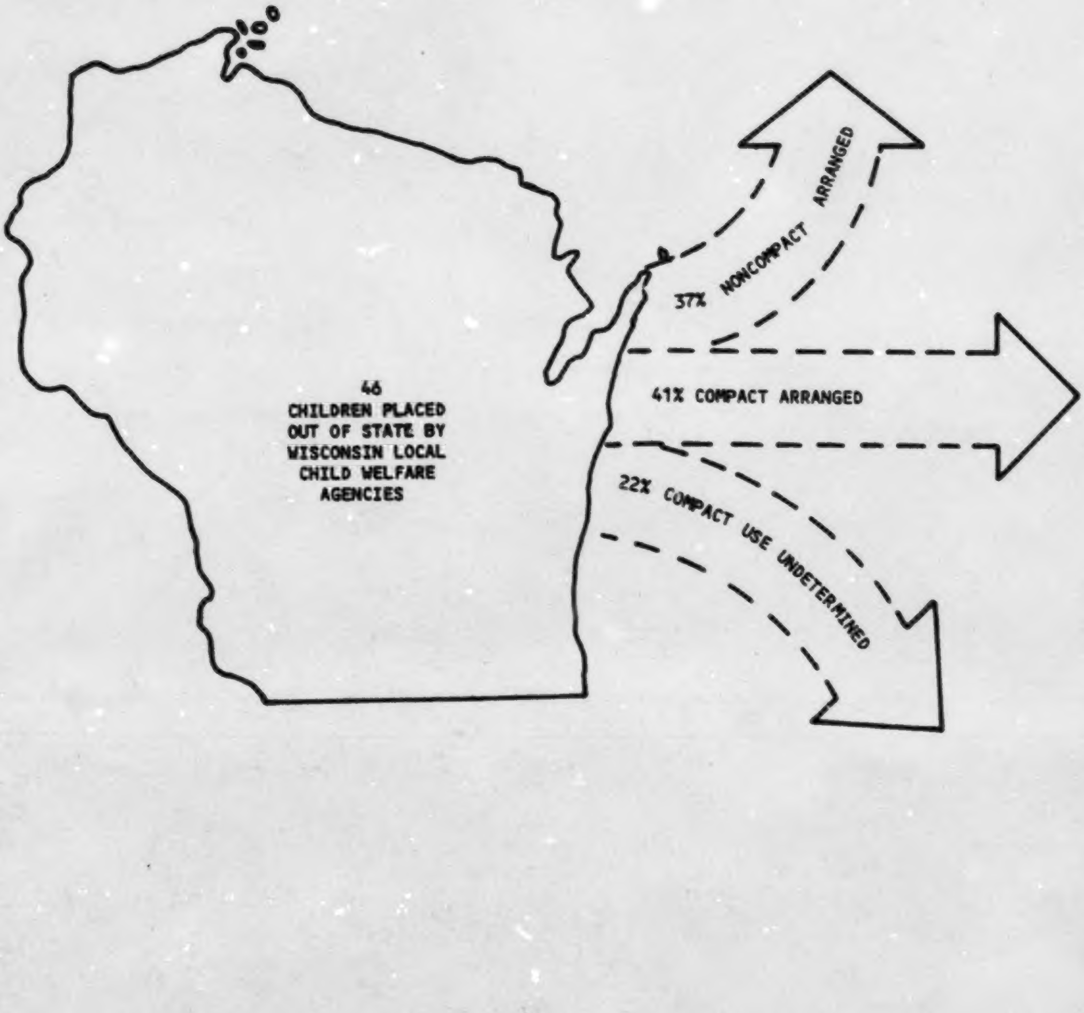

46
CHILDREN PLACED
OUT OF STATE BY
WISCONSIN LOCAL
CHILD WELFARE
AGENCIES
37% NONCOMPACT ARRANGED
41% COMPACT ARRANGED
22% COMPACT USE UNDETERMINED

FIGURE 50-5. WISCONSIN: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

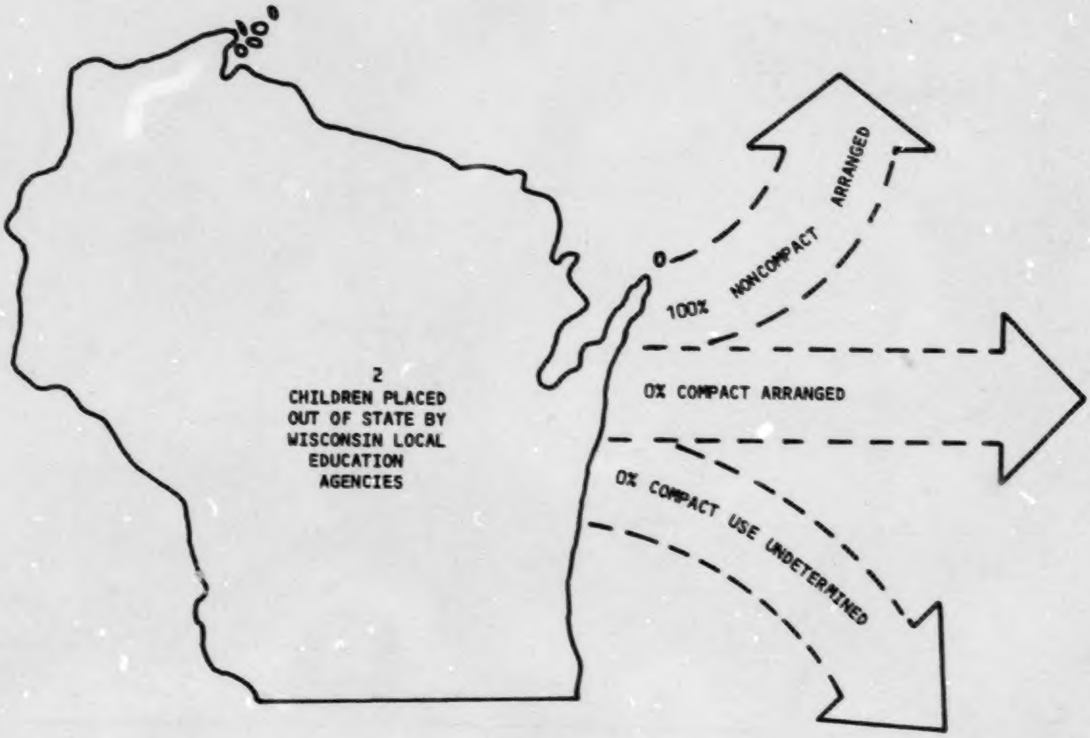

2
CHILDREN PLACED OUT OF STATE BY WISCONSIN LOCAL EDUCATION AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

FIGURE 50-6. WISCONSIN: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978

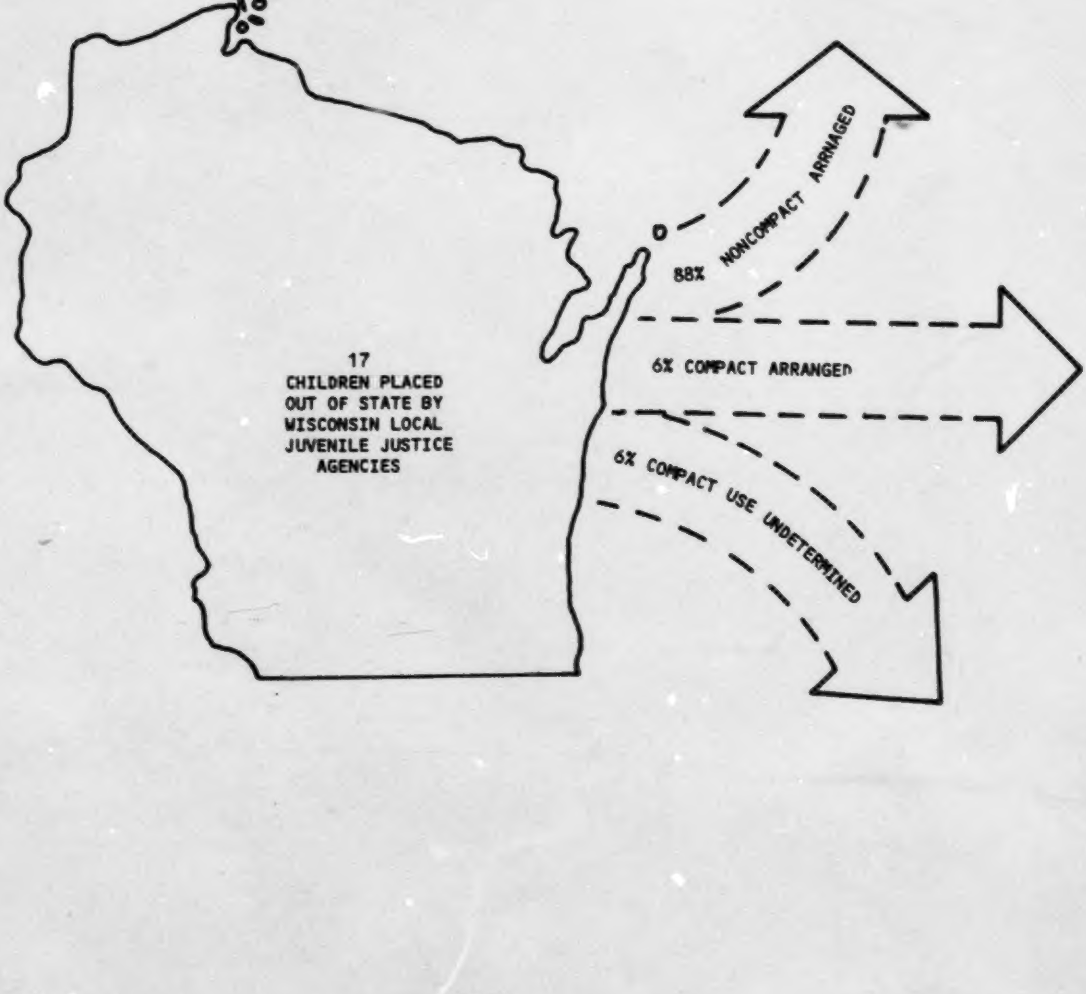
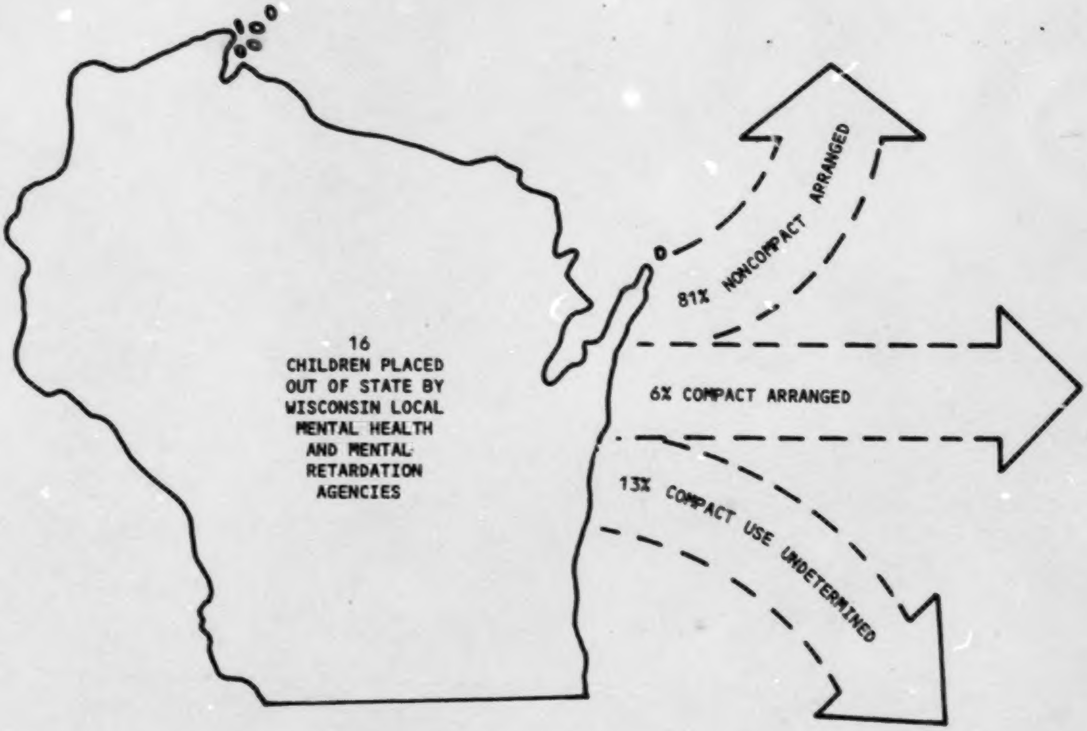

17
CHILDREN PLACED
OUT OF STATE BY
WISCONSIN LOCAL
JUVENILE JUSTICE
AGENCIES
88% NONCOMPACT ARRNAGED
6% COMPACT ARRANGED
6% COMPACT USE UNDETERMINED

FIGURE 50-7. WISCONSIN: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL MENTAL HEALTH AND MENTAL RETARDATION AGENCIES IN 1978


16
CHILDREN PLACED OUT OF STATE BY WISCONSIN LOCAL MENTAL HEALTH AND MENTAL RETARDATION AGENCIES
81% NONCOMPACT ARRANGED
6% COMPACT ARRANGED
13% COMPACT USE UNDETERMINED

Only a small portion of the requested interstate utilization information was available from Wisconsin state agencies. Neither the state child welfare nor the mental health and mental retardation agency were able to provide this information at the time of this study. The state education agency, mirroring the local agencies' responses, reported neither out-of-state placement made by education agencies was compact processed. The state juvenile justice agency reported that 11 children were placed out of Wisconsin in 1978 with the use of an interstate compact.

TABLE 50-14. WISCONSIN: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES, IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	*a	2	28	*b
Total Number of Compact-Arranged Placements Reported by State Agencies	*	0	11	*
Percentage of Compact-Arranged Placements	*	0	39	*

* denotes Not Available.

a. The local child welfare agencies reported arranging 46 placements. The state child welfare agency, however, could not report on its involvement.

b. The unified local mental health and mental retardation centers arranged 16 out-of-state placements. The state mental health and mental retardation agency could not report state involvement in out-of-state placements.

E. The Out-of-State Placement Practices of State Agencies

Table 50-15 expands upon the state data in the introductory table at the beginning of this profile. In Table 50-15, the out-of-state placement incidence reported by Wisconsin state agencies is broken down by the various types of involvement the state agencies took in the placement process in 1978. Unfortunately, neither the state agency responsible for child welfare nor the one for mental health and mental retardation services provided complete placement information. The state education agency reported helping to arrange and fund two out-of-state placements initiated within school districts, one of which was ordered by a court. This information was confirmed in the local agency survey.

The DHSS' Division of Corrections, the state juvenile justice agency, arranged and funded three out-of-state placements in 1978 and reported an additional two juveniles represented under the "other" involvement category, who were indicated to have been placed in a school for Native American children. In total, the state juvenile justice agency indicated involvement in or knowledge of an estimated 11 children's placements during the reporting year.

TABLE 50-15. WISCONSIN: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

	Number of CHILDREN Reported Placed during 1978 by State Agencies			
Types of Involvement	Child Welfare	Eduation	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	*	0	3	*
Locally Arranged but State Funded	0	1	0	0
Court Ordered, but State Arranged and Funded	0	1	0	*
Subtotal: Placements Involving State Funding	*	2	3	*
Locally Arranged and Funded, and Reported to State	*	0	0	*
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	*
Other	*	0	2	*
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	*	2	11	*

* denotes Not Available.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

The states into which children were placed by Wisconsin state agencies are reflected in Table 50-16 in a similar way as they were for children placed by local agencies. Again, child welfare and mental health and mental retardation placements are absent, having not been reported by these state agencies. The DPI's Bureau of Exceptional Children reported that settings in Kansas and Massachusetts were selected for the two children placed out of state in 1978. The DHSS' Division of Corrections placed from one to two children in each of six states, the most distant of which were California and Florida. Six of the 11 children reported placed by the state juvenile justice agency went to states bordering Wisconsin: Illinois, Iowa, and Minnesota.

TABLE 50-16. WISCONSIN: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
California		0	2	
Florida		0	1	
Illinois		0	2	
Iowa		0	2	
Kansas		1	0	
Massachusetts		1	0	
Minnesota		0	2	
South Dakota		0	2	
Placements for Which Destinations Could Not be Reported By State Agencies	All	0	0	All
Total Number of Placements	*	2	11	*

* denotes Not Available.

State agencies described children placed out of Wisconsin according to the list of characteristics and statuses shown in Table 50-17. In this case, the state child welfare agency was able to provide information, unlike the mental health and mental retardation agency, describing children placed as adopted or foster children, or under the "other" response, children in need of supervision, those whose adoption had not yet been finalized, and children placed into the homes of relatives other than parents.

The DPI's Bureau of Exceptional Children described the two children placed into other states as mentally or developmentally impaired, adding under the "other" category that one child was deaf and blind and the other handicapped as a result of a traumatic head injury. The DHSS' Division of Corrections placed only adjudicated delinquents out of Wisconsin in 1978.

TABLE 50-17. WISCONSIN: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a] Child Welfare	 Education	 Juvenile Justice
Physically Handicapped	0	0	0
Mentally Handicapped	0	X	0
Developmentally Disabled	0	X	0
Unruly/Disruptive	0	0	0
Truants	0	0	0
Juvenile Delinquents	0	0	X
Emotionally Disturbed	0	0	0
Pregnant	0	0	0
Drug/Alcohol Problems	0	0	0
Battered, Abandoned, or Neglected	0	0	0
Adopted Children	X	0	0
Foster Children	X	0	0
Other	X	X	0

a. X indicates conditions reported.

The settings most frequently selected to receive children placed by the state child welfare agency were foster homes and relatives' homes. The DHSS' Division of Corrections also most frequently placed children in the homes of relatives in 1978, and the state education agency said that the settings of choice for children leaving Wisconsin in that year were residential schools.

The state education agency was the only Wisconsin state agency providing information on public expenditures related to out-of-state placements. Ruling out the use of federal or "other" funds, the bureau reported spending $12,780 in state funds for this purpose in 1978. It did not report the amount of local revenues supporting out-of-state placements.

F. State Agencies' Knowledge of Out-of-State Placements

As a final review, Table 50-18 offers the incidence of out-of-state placement reported by Wisconsin public agencies and the number of children placed out of state of which the state agencies had knowledge. Again, neither the state child welfare agency nor the state mental health and mental retardation agency were able to provide this information. The state education agency reported both out-of-state placements arranged by local school districts in 1978. However, the state juvenile justice agency only reported placements which it either arranged itself or had knowledge of occurring in 1978 but, as discussed in Table 50-15, did not specify any local agency involvement in placements.

TABLE 50-18. WISCONSIN: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*a	2	28	*b
Total Number of Placements Known to State Agencies	*	2	11	*
Percentage of Placements Known to State Agencies	*	100	39	*

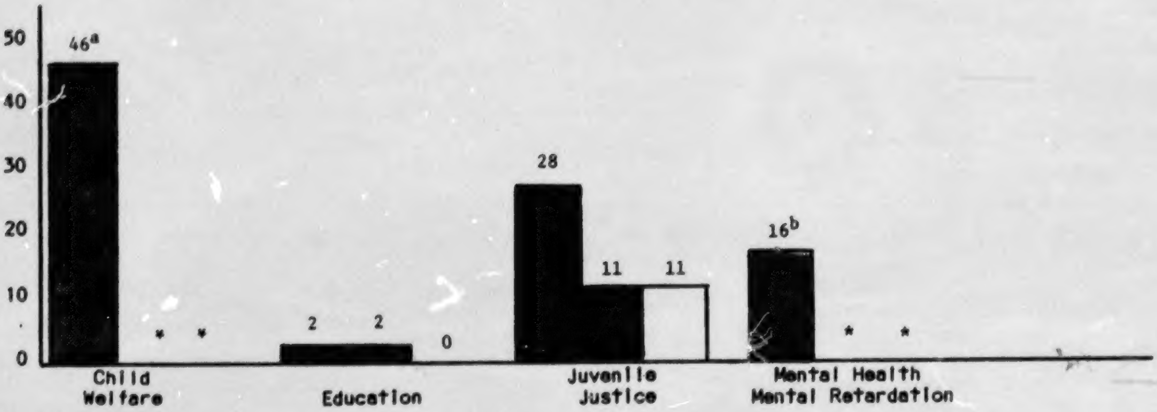
* denotes Not Available.

a. The local child welfare agencies reported arranging 46 placements. The state child welfare agency, however, could not report on its involvement.

b. The unified local mental health and mental retardation centers arranged 16 out-of-state placements. The state mental health and mental retardation agency could not report state involvement in out-of-state placements.

Figure 50-8 illustrates the lack of placement information among Wisconsin state agencies, including the unavailability of compact utilization responses from the state child welfare and mental health and mental retardation agencies. What is not immediately visible is that the local child welfare agencies reported 19 children being placed with compact use in 1978 and the local juvenile justice agencies reported one placement being arranged in this manner.

FIGURE 50-8. WISCONSIN: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



* denotes Not Available.

■ State and Local Placements

■ State and Local Placements Known to State Agencies

□ State and Local Compact-Arranged Placements Reported by State Agencies

a. The local child welfare agencies reported arranging 46 placements The state child welfare agency, however, could not report on its involvement.

b. The unified local mental health and mental retardation centers arranged 16 out-of-state placements. The state mental health and mental retardation agency could not report state involvement in out-of-state placements.

V. CONCLUDING REMARKS

Summary comments about some of the major themes that appear in the foregoing Wisconsin data are offered below.

- Among local Wisconsin agencies, county child welfare agencies were clearly the most actively involved in placing children into other states in 1978. Nearly one-half of the placing agencies, which usually place battered, abandoned, or neglected children, used an interstate compact in the course of arranging placement. However, the Interstate Compact on the Placement of Children was only in effect for a small portion of the reporting year. Courts were involved in the practice to a lesser extent, rarely used compacts, and usually placed delinquent or dependent children or those with behavioral problems.

- Wisconsin local agencies which arranged out-of-state placements in 1978 are generally located throughout the state without respect to geographic locale or urbanization. They usually placed children out of state only in small numbers. Those not involved in such placements usually found sufficient services available in Wisconsin.

- Lack of information from the state child welfare and mental health and mental retardation agencies are significant gaps in the overall placement picture for Wisconsin. Those state agencies which did provide placement information were involved in placing comparatively few children out of Wisconsin in the reporting year.

- The Wisconsin state education agency was able to accurately report out-of-state placement activity among its local counterparts, reflecting a strong regulatory capability.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Wisconsin in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, *County and City Data Book, 1977 (A Statistical Abstract Supplement)*, Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in *Statistical Abstract of the United States: 1979 (100th Edition)*, Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

*U.S. GOVERNMENT PRINTING OFFICE: 1982-0-361-233/1900